



**THE REHABILITATION AND RECONSTRUCTION
OF
BOUGAINVILLE,
PAPUA NEW GUINEA:
A NEEDS ASSESSMENT AND PROGRAMME
PROPOSAL**



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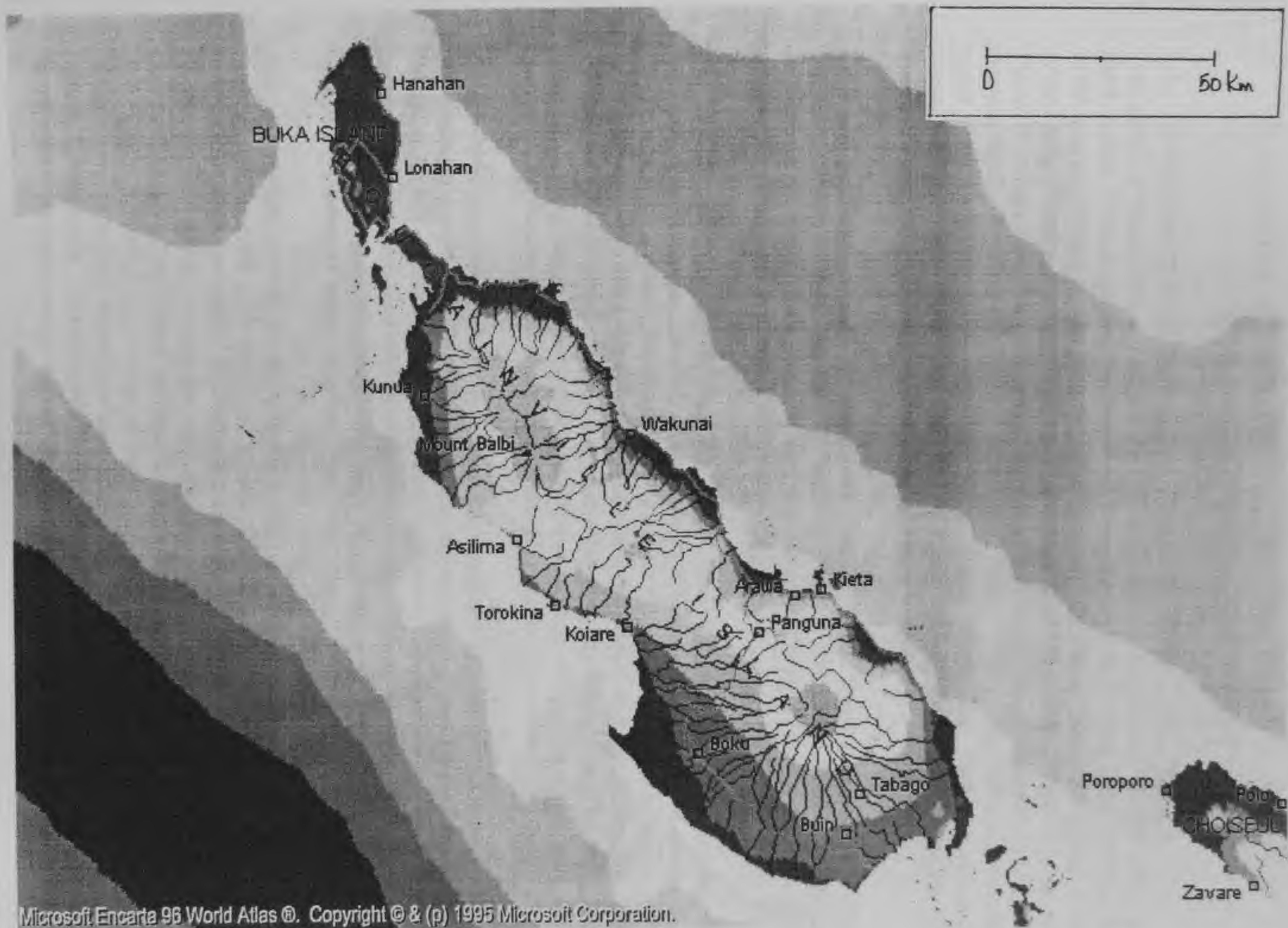
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GLOSSARY OF ACRONYMS

| | |
|--------|---|
| AIDS | Acquired Immune Deficiency Syndrome |
| AMC | Area Management Committee |
| APIO | Area Programme Implementation Office |
| APO | Aid Post Orderly |
| ARI | Acute Respiratory Infections |
| AusAID | Australian Agency for International Development |
| BLA | Bougainville Interim Authority |
| BIG | Bougainville Interim Government |
| BCL | Bougainville Copper Limited |
| BMC | Bougainville Management Committee |
| BPIO | UN Bougainville Programme Implementation Office |
| BRA | Bougainville Revolutionary Army |
| BRTF | Bougainville Restoration Task Force |
| BTG | Bougainville Transitional Government |
| CBO | Community-Based Organization |
| CCEA | Cocoa & Coconut Extension Agency |
| CCRI | Cocoa & Coconut Research Institute |
| CDD | Diarrhoeal Disease Control |
| CHW | Community Health Worker |
| CNSRPP | Coordinated NGO Social Rehabilitation Programme Package |
| CODE | College of Distance Education |
| CTA | Chief Technical Adviser |
| DMC | District Management Committee |
| FBCD | Foundation for Bougainville Community Development |
| FLOJ | Foundation for Law, Order and Justice |
| FP | Family Planning |
| GNP | Gross National Product |
| GoPNG | The Government of Papua New Guinea |
| HF | High Frequency |
| HIV | Human Immune Deficiency Virus |
| ILO | International Labour Organization |
| IMR | Institute of Medical Research |
| MCH | Mother and Child Health |
| NEC | National Executive Council |
| NID | National Immunization Days |
| NGO | Non-Governmental Organization |
| NRF | National Restoration Fund |
| NSWC | North Solomons Women's Council |
| PCW | Provincial Council of Women |
| OPV | Oral Polio Vaccine |
| PIP | Public Investment Programme |
| PMC | Provincial-level Management Commitment |
| PNG | Papua New Guinea |

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|--------|---|
| PNGDF | Papua New Guinea Defence Force |
| PSDA | Provincial Social Development Authority |
| RDB | Rural Development Bank of PNG |
| SDA | Seventh Day Adventist |
| SRPM | Smallholder Rural Projects Management |
| STC | Specialized Training Centre |
| STD | Sexually Transmitted Disease |
| TB | Tuberculosis |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNHCR | United Nations High Commission for Refugees |
| UNICEF | United Nations Childrens Fund |
| UNOPS | United Nations Office for Project Services |
| VIP | Ventilated Improved Pit |
| VTPS | Village Tok Ples Skuls (vernacular schools) |
| WHO | World Health Organization |



1. EXECUTIVE SUMMARY

1.1. Background to the Mission.

The islands of Bougainville and Buka form part of the State of Papua New Guinea (PNG). A bitter conflict in the islands was precipitated by dissatisfaction over the share in the profits given to the local people from the vast Panguna copper mine and from the environmental damage it had caused in its 17 years of operation. The 1997 Burnham II accord between the Government of Papua New Guinea and the independence movement represented by the Bougainville Interim Government (BIG) and the Bougainville Revolutionary Army (BRA) commit all parties to bring peace to the two islands comprising Bougainville after nine years of war. A formal cease fire between the parties was put in place through the Lincoln Agreement signed in New Zealand in January 1998. Further talks were conducted in Canberra in March 1998.

Of a total population of about 200,000, more than 50,000 are living in care-centres where minimum subsistence needs are met. In addition there are still people living a precarious existence in the bush. These groups as well as those who remained in their homes will need assistance to enable them to resettle.

In 1995, following a previous cease-fire, a UN Inter-Agency mission reported on the rehabilitation and reconstruction needs of Bougainville and proposed a strategy to meet them. A further mission took place in November 1997 to review the findings of the 1995 report, in the light of developments in the two and a half years which had elapsed since the first mission. The mission was tasked to produce a revised Programme Proposal. The Proposal identifies the present needs of the population and recommends a development strategy which sets priorities in different sectors to meet those needs and to identify activities in pursuit of that strategy.

There will be a number of constraints faced in implementing a reconstruction programme. The implementing capacities of both Provincial and District authorities are very limited, and especially at the District level. Capacity strengthening must therefore feature prominently in all programme activities. Limited capacities exist among other institutions such as women's and youth groups, local NGOs and the churches. Every effort should be made to draw on these other institutions and groups to maximize the human resources utilized in the reconstruction process.

Other constraints include the poor communication facilities throughout the Province, but especially in the south of Bougainville. Much infrastructure restoration is required, some of which is unlikely to be funded by Government sources in the foreseeable future. The close link between the restoration of infrastructure and the recovery of economic activity and concomitant re-establishment of sustainable livelihoods cannot be overemphasized. Lack of effective coordination at all levels and between all actors is a further constraint which must be addressed. Security remains a major constraint to any reconstruction programming, especially in central and southern Bougainville. The entire reconstruction and rehabilitation initiative must be underpinned by progress in the peace process, without which the danger exists of a return to conflict.

The Bougainville situation remains somewhat fluid at the time of report writing. The final result of the peace talks cannot be predicted and it remains to be seen exactly what form of government will emerge from this process. There is also some talk of establishing an independent restoration authority which could operate for a defined period of time to manage the rehabilitation and reconstruction process. (This is based on the successful Gazelle Restoration Authority which has been operating in the aftermath of the Rabaul volcanic eruption.) AusAID has committed A\$135 million for activities on Bougainville over the next five years. EU has also indicated likely support, particularly for infrastructure. While these inputs will be of significance, combined with GoPNG budget allocations, they will by no means meet all of the needs. The detailed nature of the project support from these larger donors will take some time in formulation before implementation can commence. In the meantime there is an urgent requirement for support for key startup activities in the various sectors.

1.2 Programme Strategy

The four main objectives of the original programme have been retained. They are: to restore employment and income generating capacities; the rehabilitation of services; the reintegration of youth into a peacetime society; and addressing the special needs of women and children. While the mission report is organized by sector, it is clear that activities in each sector will have a bearing on each of those main objectives.

If peace is to be sustained, immediate investment will be needed to provide for the whole community. Unless people returning from the bush are provided with basic services and assisted with re-establishing their lives, and especially the youths who have been involved in the armed struggle, disillusionment may set in and there will be a heightened risk of a resumption of conflict. It is also critical that there be an equitable distribution of resources and benefits. There is much current concern in the 'transition' areas of southern Bougainville of lack of equity and too much favour being bestowed on Buka.

In particular, unless youths are given a high priority, they are at risk of becoming a major destabilizing influence to the peace process. There is a large cohort of dysfunctional youths who have been in the bush living by the gun and with diminished respect for traditional authority. Few have completed their education and fewer have many usable skills. Reconciliation programmes must address their psychosocial needs while meaningful education and vocational programmes must be introduced immediately to provide them with hope and opportunity.

Given that both the political framework and the nature of the restoration efforts from government and the major aid donors have yet to emerge in a tangible form, the UN programme will adopt a very flexible approach aimed at providing key startup support in the various sectors. As sectoral plans emerge, more substantial assistance will be provided within the overall framework and in accordance with district wishes. The programme will at all times maintain the ability to respond quickly to needs as they arise and act to overcome constraints as they emerge.

1.3 Sectoral Overview

1.3.1 Social Rehabilitation

There are considerable efforts to overcome the effects of the psychological trauma suffered by almost the whole population, including counselling by NGOs and churches and the holding of peace ceremonies. However, a more coordinated approach, is needed in which all sections of the community, including former combatants take part; as well trauma counselling must be made available as widely as possible. An integrated approach would include participation in the rebuilding of communities and the engagement of demobilized youth in income-generating activities.

1.3.2 Economic activity, employment and infrastructure

Access, transport and communications are prerequisites for the return of economic activity and normality across Bougainville. Restoration of infrastructure is needed to support economic activity and the re-establishment of sustainable livelihoods. In particular, speedy restoration of trunk and key feeder roads as well as port facilities are necessary to facilitate replanting and movement to market of cash crops.

Unless young people are given a high priority, they are at risk of becoming a major destabilising influence to the peace process throughout Bougainville. The areas of concern include education, basic literacy, technical training and the need for employment.

A Bougainville-wide strategy is needed to place special focus on the needs of youth. It should provide a basis for establishing stronger links between education, training and employment for young people and ensure that projects are labour-intensive and maximise the employment of local youths.

People living in Care Centres need to rebuild their villages before they can leave the Centres and become self-sufficient and productive. Many villages have been destroyed and some families are beginning to visit their villages to re-establish garden plots and assess the damage. However, they lack basic tools and equipment

1.3.3 Education

While communities have made substantial efforts to maintain pre-crisis services with little external support, there have been serious setbacks to educational opportunities. There is a shortage of personnel at all levels, a lack of curriculum materials in schools and a badly damaged infrastructure. Added to the difficulties of restoring an educational system for children of normal school age is the need to educate and train youth who missed their formal education during the crisis.

There is a special need to cater to the requirements of this last group through special courses, formal vocational training and informal on-the-job training if they are to become stable and productive members of society.

1.3.4 Agriculture

Income generation is the key to Bougainville's recovery. The major economic activities are smallholder copra and cocoa production (involving 20% and 75% of rural households respectively). Copra production has slowly built back up from a 1990 low and is already approaching pre-crisis levels. Cocoa production is languishing at about 40% of the pre-1989 level. Restoration of smallholder cocoa production is the top priority. This will require speedy supply of an estimated 17 million cocoa seedlings to in excess of 16,000 smallholders. The best means of producing and supplying these seedlings in a speedy fashion is a matter for concern, as is the means of supplying a credit delivery system. The massive cocoa replanting programme will require strengthened extension and credit services.

Ideally this would all be part of one integrated master project, but it appears that various parts are likely to be supported from different funding sources. Both BTG and BIG personnel are very keen to see some diversification of agricultural production and, if feasible, added value processing of primary products. Of less urgency, but nevertheless important, are the restoration of livestock numbers and restoration of coastal fisheries.

1.3.5 Women and family

The women of Bougainville played a significant role during the crisis, supporting their families in very difficult and frightening circumstances. Now that life is returning to normal they require assistance with re-establishing their gardens and houses and with the peace and reconciliation processes. Their next priority is to have access to health services for themselves and their children and schooling for their children. As well, many women have expressed the need to have access to income-generating opportunities in order to pay for basics such as soap and material. Women's organizations can play a valuable role in acting as a resource centre and mouthpiece for women's issues but require capacity-building in order to do so effectively. They can also play a valuable role in providing informal educational opportunities, if adequately trained, and resourced.

1.3.6 Health

While many basic health services have been restored, health services still operate in rundown or makeshift facilities, communications are extremely poor and many staff remain displaced from their actual postings. Complete and meaningful data on rural health facilities staffing and operations are scarce. Slowly, however, overall health staff levels are returning to full strength. In-service training must be re-established. A 1996-2000 health plan is now complete with six priority areas. These priorities should be supported. Improved support through districts for rural health services is fundamental. Malaria control is critical. Immunization of children should be extended into more of the rural areas. There is an urgent need to put in place an STD and HIV/AIDS programme and access to maternal care including family planning services is needed. Rural health centres and aid posts need re-outfitting. Villagers need support for re-building their water supply and sanitation systems.

1.4. Recommendations

In keeping with the NEC endorsement of the recommendations of the 1995 report, there has been no attempt to change the overall thrust in the present revision, although some change in

emphasis has been made to take account of additional information gathered by the 1997 mission.

- 1.4.1 There should be an immediate commitment of funds by UNDP to the programme to address the immediate need to provide employment and the restoration of essential services to communities on Bougainville.
- 1.4.2 A UN programme structure should be immediately established at Arawa and other locations on Bougainville through which the programme may be planned and managed.
- 1.4.3 The management structure should follow models such as PRODERE in Central America and CARERE in Cambodia, which have ensured a maximum of community participation in the planning and implementation process.
- 1.4.4 The programme should be directed towards improving the capacity of institutions on Bougainville so they are in a position to continue the restoration process after four years.
- 1.4.5 Activities directed towards the improvement of conditions in the Atolls should be included in the programme.
- 1.4.6 In designing sectoral approaches, the need for flexibility and an ability to respond quickly to need will be important. District-specific strategies should be adopted which take into account the variation in conditions across Bougainville.
- 1.4.7 Priority must be given to restoration of infrastructure and services on Bougainville. In the design and implementation of any public works programmes, labour-intensive activities should be emphasized, contracts should be given to local contractors where feasible and contractors should be provided with the necessary training and skills development.
- 1.4.8 A Bougainville Youth Development Strategy should be implemented to meet the needs of youth and to establish at the local level stronger links between education, training and employment for young people.
- 1.4.9 In the implementation of sectoral projects, priority should be given to using local labour and contractors. Opportunities should be used to provide work for young people to complete labour-intensive elements of such projects.
- 1.4.10 People living in Care Centres should be assisted to return to their villages by the provision with equipment and tools to use in the reconstruction and repair of their villages.
- 1.4.11 The educational system should be restored so that it is appropriate to the rehabilitation needs of Bougainville particularly in regard to the youths who lost many years of formal education during the crisis.
- 1.4.12 For income generation, top priority must be given to restoration of smallholder agriculture. The key to this will be a crash programme to supply an estimated 17 million

hybrid cocoa seedlings, supported by strengthened extension and credit supply services. Although these could be treated as separate projects, consideration should be given to designing a smallholder agriculture restoration project which would include support for all components necessary to ensure a speedy return of smallholder cocoa and copra production.

- 1.4.13 Within the primary sector, it is recommended that there be some small projects to restore coastal fisheries and build back livestock numbers. For the longer term it is necessary to examine the potential for agricultural diversification, and possible processing of primary produce.
- 1.4.14 It is recommended that funds be made available to initiate a dialogue on the return of plantation ownership. The initial objective is to have all parties (foreign owners, government, banks and traditional land owners) agree on a step-by-step process which can be worked through so as to reach the ultimate solution.
- 1.4.15 External support for Bougainville health programmes should be in line with the Bougainville Health Implementation Plan (Annex 6.3). Priority health programmes listed in the Plan should be supported.
- 1.4.16 Health staff vacancies need to be filled and in-service training must be re-established. Improved support through all districts for rural health services is fundamental.
- 1.4.17 Rural health centres and aid posts must be repaired and re-outfitted.
- 1.4.18 Environmental health teams need to re-establish community-based water supply and sanitation systems by expanding further into Bougainville Island.
- 1.4.19 The contribution and the needs of women, both as the focal point for families and as individuals, should be recognized and fully taken into account in the planning and implementation of the Reconstruction and Rehabilitation programme.
- 1.4.20 The up-dating of population data should await the national census which is to be undertaken in the year 2000.

2 INTRODUCTION

2.1 Background to the Conflict

The islands of Buka and Bougainville, together with a number of small atolls, make up the administrative unit now called Bougainville (formerly North Solomons Province). The province is situated some 950 kms from Port Moresby and has a land area of some 9,300 sq kms. The population is variously estimated, but may be between 180,000 and 200,000. (See Section 3.1 for discussion of population estimates.)

The two islands are geographically part of the Solomon islands and were a British possession until 1898, when they were traded to Germany. They were occupied by Australia at the beginning of World War I and remained relatively undeveloped. In 1942, the Japanese invaded the islands but they were recaptured in 1945. The NSP government, between the time of independence from Australia in 1975 and the commencement of the secessionist rebellion in 1989, was reportedly the most effective of the nineteen provincial governments in PNG.

Until 1964, the economy of Bougainville was dominated by plantations of cocoa and copra. In that year, copper and gold were discovered at Panguna in the central mountains and a mine was commissioned in 1972. From then until its closure in 1989, Bougainville produced vast amounts of copper, gold and silver, and accounted for some 20% of Papua New Guinea's GNP.

Because of their ethnic affinity with the Solomon Islands to the south, there has always been secessionist feeling on the islands and serious consideration was given to seceding from PNG at the time of independence in 1975. However, this did not transpire and the secessionist feeling remained dormant until 1989, when the traditional landowners decided to press for a greater share of profits from the mine, whilst simultaneously expressing concerns about damage to the environment caused by the mine's operations. This culminated in militant action; power pylons supplying electricity to the mine were blown up and other acts of sabotage were staged. The Bougainville Revolutionary Army (BRA) was formed and the mine operators decided to cut their losses, close the mine, and evacuate all their personnel in mid-1989.

A state of emergency was declared on the island with the Commissioner of Police being made responsible for pacification. Skirmishing between the opposing forces continued into early 1990 when the Central Government decided to remove all government personnel from the island, establish a 'cordon sanitaire' around the island, and deny the inhabitants all government services. The Bougainville Interim Government was formed on the island on 17 May 1990 to oversee the movement towards autonomy.

Starting in 1990, villages formed their own militias armed with home-made weapons to protect themselves against undisciplined elements of the BRA and marauding gangs. When the Papua

New Guinea Defence Force, (PNGDF) landed they armed the militias who began to be called 'the Resistance'.

Thereafter, sporadic talks aimed at resolving the crisis were held between the government and the BRA, the most publicized of which was the 'Endeavour Accord' signed on board HMNZS Endeavour in 1991. In 1991 the PNGDF slowly re-established itself on the islands, first on Buka and then on Bougainville itself. Skirmishes between the opposing forces continued with substantial casualties being incurred by the civilian population, the PNGDF and the BRA. Human rights abuses were alleged by both sides and resulted in a Resolution by the United Nations Commission on Human Rights in March 1994 as well as an Amnesty International Report.

In mid-1994, a renewed initiative was taken by the then Prime Minister, Sir Julius Chan, to resolve the crisis. To this end, Sir Julius met with the military commander of the BRA, Sam Kauona, in Honiara, Solomon Islands, in September 1994 resulting in the signing of the Honiara Accord which led to a pan-Bougainville peace conference in October, 1994, at Arawa. A cease-fire between the PNGDF and the BRA was also announced.

Secretariat staff for the Peace Conference was provided by UNDP. Additionally, the United Nations Department of Political Affairs attended the meeting as an observer; the Secretary-General also requested the Resident Coordinator to represent him.

Some of the principal BRA leaders chose not to attend the conference. However, many lower-level BRA 'Commanders' did participate and declared a willingness to negotiate with the Government in an attempt to bring peace to the island. Subsequently, intense negotiations between the Government, the Chairmen of the Interim Authorities, and a representative of the Council of Chiefs, who was also the BRA's legal adviser, signed an agreement on 25th November 1994 to establish the Bougainville Transitional Government (BTG) by 10 April 1995. Following the cease-fire the first UN inter-agency mission was mounted under the auspices of UNDP; it reported on 17 May 1995. The recommendations of the mission, which included the establishment of a UN programme of reconstruction and rehabilitation in Bougainville, were endorsed by the National Executive Council on 24 October 1995.

The cease-fire did not endure and fighting again escalated. Following heavy fighting in late 1995, talks resumed in Cairns, Australia, early in 1996. Controversial actions undertaken by the then Government of Papua New Guinea in late 1996/early 1997 received international attention. Following the July elections, Mr. Bill Skate became Prime Minister. In July 1997, following an initiative of the Government of New Zealand, a meeting was held at Burnham, New Zealand, between the Government of Papua New Guinea, the BTG, the Bougainville Interim Government and the BRA which culminated in the Burnham Declaration. The Declaration affirmed that armed conflict should cease and that measures should be taken towards peace and reconciliation and a return to normality.

The Burnham II truce, concluded in October 1997, resulted in an agreement in which the National Government, the BTG and the BIG/BRA formalized the cease-fire and recommended that a neutral Truce Monitoring Group (TMG) be invited to monitor the terms of the agreement. As a result, a first military contingent from New Zealand began to arrive in late November 1997 and has since been joined by further contingents from Australia, Fiji, Solomon Islands and Vanuatu.

The Burnham II agreement provided that a small working group from the different parties should hold further preparatory talks to resolve outstanding issues. These include: the possible deployment of a UN Peacekeeping Force; demilitarization; reconstruction; restoration and development; and the political issue. The last is taken to include the whole issue of the future status and constitution of Bougainville. The first preparatory talks took place in Cairns, Australia in November 1997 and a further meeting at leaders' level was held in Lincoln, New Zealand, in January 1998. This meeting agreed to extend the current truce until 30 April 1998, with the intention that a permanent ceasefire should then take effect, to be followed by elections for Bougainville Reconciliation Government before the end of 1998. Further meetings of senior officials took place in Canberra in March 1998.

While a minority group within the BRA have not yet endorsed the truce, the overall climate in regard to peace and reconciliation in Bougainville has markedly improved as a result of the Burnham accords. The programme of rehabilitation and reconstruction which this document describes must now help maintain and reinforce the new spirit that now prevails in Bougainville.

Since the outbreak of fighting in 1989, and especially following the imposition of the 'cordon sanitaire' in March 1990, the majority of the population on both Buka Island and Bougainville Island, particularly those in the remote areas, have received little or no government services. Although the situation has somewhat improved, there has been little public investment in Bougainville and most of the infrastructure remains as yet unrestored.

The desire by the population as a whole to engage in economic activities to regenerate income is being hampered by lack of infrastructure and capital. While some trading is taking place in Buka and in a few other areas, the people have limited or no means to generate income to buy these goods. Very little money is in circulation throughout Bougainville. Although some plantations in the northern part of the island are resuming production of copra and cocoa, they are constrained by a lack of regular shipping from Buka.

It must be stressed that the crisis affecting the population of Bougainville continues to be by far the largest conflict-related humanitarian problem experienced in the South Pacific since the Second World War. Of the total population, more than 50,000 still live in Care Centres, surviving on only a minimal level of government assistance. This population now needs to be reintegrated and have their livelihood re-established.

The 1995 mission was hampered by the limited access it had to the BIG and BRA. The 1997 mission has benefited from extensive talks with that group and some modification of the approach taken in the original document to rehabilitation and reconstruction has been necessary to take account of their views. While many of the policies of the BTG and BIG are similar, there is as yet no single body able to speak with authority on reconstruction and rehabilitation issues. Until this is the case, it is important that any decision-making body for the programme should be formed with the agreement and the participation of concerned parties in Bougainville.

2.2 Target Population and Mission Objectives

This rehabilitation and reconstruction programme is to address populations who have been physically displaced by the crisis, who have lost their means of livelihood, and those who have been otherwise dispossessed. In the case of Bougainville, this means that almost all of the population should be considered as potential beneficiaries. The needs of this population are many and substantial and the complete restoration of the Province to levels prevailing in the mid-1980s is clearly beyond the scope of this Programme. The principal aim of the Programme must be to lay foundations for a longer term process of recovery by the people themselves; full recovery may take a decade to achieve. Two underlying assumptions have been made in the development of this Programme, namely:

- that the BCL copper mine at Panguna is not likely to become operational during the expected four-year life of this Programme; and
- that a return to normal economic and social life is dependent upon speedy restoration of smallholder cocoa beans and copra production.

2.2.1 Target Population

There are three basic target populations which the programme will attempt to address, namely the remaining displaced population; those who have returned after being displaced; and other people who have been rendered vulnerable by the crisis. This captures the majority of the population on the islands of Bougainville and Buka, some 180,000-200,000 persons. One District - the Atolls - is not included in this Programme Proposal, however, it is clear that the eventual Programme must also address some of the many needs prevailing in these islands.

The Displaced: There are three principal groups of displacees which this Programme must consider, namely:

- those remaining in the Care Centres;
- those who still remain in the bush; and
- those who have been displaced outside of Bougainville to the mainland of PNG, or elsewhere in the region and those who have taken refuge in the Solomon Islands.

All will require some assistance when conditions make it possible for them to return to their villages or former places of residence. Efforts should be intensified to empty the Care Centres at the earliest opportunity to avoid the entrenchment of dependency which such 'camp' situations inevitably tend to engender. Likewise, the current semi-nomadic lifestyle of those displaced in the bush must be replaced with a return to a normal sedentary existence with its attendant food security and access to basic services. Those Bougainvilleans displaced outside the Province include many from the professional and entrepreneurial sectors. Conditions must be established to encourage them to return. While it is understood that the return of non-Bougainvilleans may not be appropriate at this time, workers from the atolls should be given the opportunity to return as early as possible to reduce the small islands' chronic overpopulation and to re-inject much needed remittances into these remote and economically limited communities.

The Returnees: These are populations who have returned to their villages from Care Centres or have recently returned directly to their villages from the bush. This return has been spontaneous and without any significant external assistance to date. Nevertheless, all returnees, irrespective of

their origin, must also be eligible for any available assistance. To do otherwise would risk jeopardizing the reconciliation process.

Other Vulnerable Groups: These include people who have not been physically displaced but who, as a result of the conflict, have lost their livelihood and/or basis of self-reliance. This group also includes persons who have special needs created by the conflict, such as the mentally and physically handicapped.

2.2.2 Mission Objectives

A reconstruction and rehabilitation plan for Bougainville could address an almost endless array of needs. Following consultation with all parties, the 1997 mission maintained the original focus on four basic priority areas. These, it believes, are fundamental to laying the foundations for a longer-term process to full recovery and sustainable human development. They are:

- *the restoration of employment and income generating capacities.* The mission firmly believes that the success of all other Programme elements is dependent upon the re-establishment and strengthening of people's capacities to support themselves. In the first instance, this means the re-activation of the rural economy, both at the smallholder level and of a larger scale cash-crop economy. Urban economic activities must also be supported, especially those which will address basic day-to-day needs of urban-based officials, the teachers and health workers, and other returning entrepreneurs. Both formal and informal sector activities should be promoted by the Programme. Also, the Programme must seek both to strengthen traditional activities and to introduce appropriate new activities;
- *the rehabilitation of services.* In addition to the need to restore basic health and education services, it is evident that major investment in transport and communications infrastructure is required. A return to sustainable economic activity cannot be achieved without an adequate marketing and communications infrastructure. Expanding services also facilitates reconciliation and builds confidence; this can play a major role in drawing people out of the bush. Similarly, the return to Bougainville of much-needed health and education workers as well as the entrepreneurs will be hastened by the knowledge that basic services have been restored. Government services at both Provincial and District levels are also in need of strengthening.
- *the rehabilitation and reintegration of youth into society.* All conflicts produce a cohort of dysfunctional youths. They have had their education truncated, have acquired few skills, have been alienated from normal social values, have lost respect for traditional authority, have become accustomed to the power which guns have given them, and have been psychologically scarred by the conflict. Unless their social and economic rehabilitation needs are adequately addressed, they risk unsettling the prevailing fragile security and pose a risk that the peace process may be compromised. Special emphasis must be given to adult education and vocational training for this group and to ensuring their access to micro credit schemes; and
- *the need to address the special needs of women and children* and the restoration of families' self-reliance. Women and children are invariably the victims of conflicts; their needs must be comprehensively addressed if society is to be fully functional. Many children have been traumatized by the conflict. The proportion of women-headed households is as high as 50 percent in some Care Centres. The Programme must, therefore, focus upon the restoration of women's capacities to rebuild the family as a self-sufficient unit. Access to micro credit is essential. Women must also be given the resources to play out their pivotal role in the reconciliation process.

2.3 Constraints

Basic constraints which need to be kept in mind when undertaking a programme of rehabilitation and reconstruction include:

- the lack of a political settlement which can guarantee stability in Bougainville;
- the severely diminished implementation capacity of all institutions, especially district-level management and administration;
- the seriously disrupted communications infrastructure coupled with the willingness among many people and/or groups to communicate with each other;
- the lack of effective coordination at all levels and between all groups;
- the continuing threat of violence and insecurity from marginalized groups as well as from an increasing criminal element unleashed by the conflict; and
- the need to maintain a balance between addressing what is needed in Bougainville as part of a basic process of restoration and the need to address the more widespread needs which prevail throughout PNG, particularly those caused by the present drought.

These constraints will be considered in greater detail throughout the relevant sections of this report.

2.4 Mission's Terms of Reference

Under the overall leadership of the UN Resident Coordinator, and the day-to-day management of the team leader, the mission was tasked with revising and bringing up to date a Programme Proposal for Reconstruction and Rehabilitation first prepared in 1995. The Programme is intended to promote development-led reintegration of the displaced population of Bougainville. The re-integration programme was to focus on the following areas:

- health;
- education;
- agriculture;
- employment generation; and
- special programmes for women and children.

The Programme Proposal was to provide a broad, substantive framework for the socio-economic re-integration of displaced Bougainvilleans and was intended for submission for funding to donors and to the various UN organizations and agencies. It was to include both the identification of short-term assistance needs for an initial period of a few months and a longer-term programme promoting sustainable human development.

In pursuit of this task, the mission was to:

- consult with the Government of PNG, the Bougainville Transitional Government (BTG), community leaders, women's groups, in-country donor community and other concerned parties;
- update and analyze relevant data on the current socio-economic status of Bougainville and its population;
- prepare 1-2 page project outlines within each of the five proposed areas of intervention;

- within the framework of the 1995 report, recommend an updated programme for the socioeconomic restoration, rehabilitation and re-integration of the population of Bougainville.

In this proposal the exchange rate used will be Kina 1.55 = US\$1.00

3 PREVAILING SITUATION AND NEEDS ASSESSMENT

3.1 Overview

This section of the report provides an overview of the prevailing conditions and apparent needs in Bougainville. All districts have been impacted by the crisis, some more seriously affected than others. Buka, Northwest and Northeast Districts have experienced less destruction than the four southern Districts, and the recovery process is clearly more advanced in the northern part of Bougainville Island than in the south. These differences must be recognized and incorporated into all programme strategies. What is appropriate for one part of the province at any one time may not be so for another district.

The atolls have also been indirectly affected by the conflict. They should, therefore, be included in the rehabilitation and reconstruction programming. Much of the atolls' population was either dependent on employment at the Panguna mine or worked on the plantations in Bougainville. Families remaining on the atolls were dependent on remittances from relatives employed on Bougainville. Consequently, the return of workers to the atolls (added to by the return of other workers from Rabaul following the volcanic eruption in 1994) has seriously exacerbated population pressure throughout the atolls while at the same time severely diminishing the flow of remittance money to the islands.

Population Numbers

Population numbers are essential for effective and equitable development programming. It is not uncommon, however, for population numbers to be unavailable or unreliable following an extended period of civil conflict. Only broad estimates are available for Bougainville. The last Population Census of the island was in 1980; the conflict precluded the then North Solomons Province (NSP) from being included in the 1990 Census.

Consequently all figures currently being used are based on estimates of increase using various growth rates. For example, the Bougainville Division of Health is using a growth rate of 3.4% in its population estimates.

The 1995 Report recommended that a sample survey be undertaken as soon as possible and this subject was again explored during the current Mission. Opinions amongst government officials varied, some considering that it was important to have accurate data so that planning did not have to depend on estimates. Others felt that it would be possible to wait for the 2000 National Census.

On balance it would appear realistic to wait for the National Census, despite the urgent need for realistic data and its association with allocations from National Government. This is partly because of the cost and organizational effort required to undertake such work and the lengthy lead-up time which would mean that the information would not be available for another year or so at the very earliest - which would be close to the National Census anyway. But it is also because of the politics involved in such an activity at a time when relationships are still tenuous.

A number of people noted that any government activity to collect information could well be viewed with great suspicion and some pointed out that it could be misconstrued as being a referendum regarding secession. An important part of the National Census will be the Public Education campaign and such an activity would be particularly beneficial for Bougainville. However, it will mean that accurate provincial data will not be available until 2001 unless some cheaper, less time consuming mechanism is decided on.

In 1980, the enumerated citizen population of NSP was 125,500. Using this as a base, and assuming that all non-Bougainvilleans left the province when the crisis erupted, and that the rate of natural increase observed around 1980 (3.5%) continued, an estimate was made at the time of the 1990 census that the population of Bougainville was approximately 154,000. A rough estimate of the present (1997) population can be obtained by projecting the 1990 estimate to 1997 on the further assumption that natural increase remained constant at 3.5%. This method yields an estimate of 200,000. However, it is quite probable that the conflict has brought about increased out-migration, and a decline in natural increase, due to falling birth rates and increased death rates. A supposition of a drop of 30% in the birth rate, and an increase of 30% in the death rate would bring the rate of natural increase to around 2%. A projection using the 1990 base figure at this rate would suggest that the present population figure is around 179,000. Until the National Census of 2000 can give a definitive figure, a reasonable estimate of the 1997 population is that it falls in the range of 180,000-200,000.

3.2 Implementation Capacity

The capacity to implement activities of any kind has been severely impaired by the conflict in all sectors of the community. There are very few organizations, either public or private, which have the means to implement components of a programme with sufficient scope to bring Bougainville back to normality. This applies equally to both public and private organizations. They often have insufficient or no qualified and experienced personnel and there is an almost complete absence of equipment and essential materials available for even basic functions or operations.

This has been offset to a degree by the capacity of the population to function under the most difficult of circumstances and the dedication of some individuals which has enabled some economic activity and limited services to continue throughout most of the period in question. The community as a whole can be the best instrument to re-establish the economy; it will, however, urgently need both material support and technical assistance if its capacity to undertake components of a rehabilitation programme is to be made adequate.

A further valuable resource for programme implementation exists in those Bougainvilleans, both in the province and living elsewhere, who formerly worked in either professional or technical functions at the mine or on the plantations.

3.2.1 Government Administration

Primary administrative responsibility is held by the Department of Bougainville, which however, does not presently operate in all parts of Bougainville. Further, there are two administrative heads (the Administrative Secretary and the Provincial Secretary) resulting in some confusion as functions and responsibilities overlap. Bougainville is administratively divided into eight districts

- Buka, Northwest, Northeast, Central, Sewai, Telei, Bana and Atolls - and each district has its own administration. Communication difficulties and inequities between districts have led to further difficulties and confusions. However, all bureaucracies throughout Bougainville are possessed of many dedicated personnel who have to an extent retained the motivation to reconstruct and rehabilitate Bougainville despite a chronic shortage of resources, in funding, staffing and equipment.

Many districts continue to receive almost no funding from the Public Investment Programme (PIP) budget for investment or restoration projects apart from PIP funding used to substitute for payment of staff normally funded through the recurrent budget.

Fewer than half of the non-teaching established posts are filled (203 out of 736), although some of the deficiency has been made up through the employment of additional personnel numbering 461 using the provincial PIP budget. A considerable number of casual employees are working, the large majority being labourers or semi-skilled personnel. There is a shortage of qualified personnel, particularly at district level where almost none of the permanent government employees are university graduates. There are a number of competent technicians working at the district level who are former BCL employees.

There is a virtually complete lack of basic equipment and materials to provide for an adequate administration of the province and for the maintenance of basic services, let alone to undertake a rehabilitation programme at the scale required. Only two district administrations have a vehicle (Buka and Central). Almost no office equipment is available at district level and very little at provincial level. There are no functioning computers or photocopiers, and no means of transmitting information electronically. Offices are frequently in temporary or unsuitable premises.

The lack of adequate communications has eroded the credibility of district and provincial administrations within the community and this in itself contributes to their inability to implement activities.

The above scenario describes the current constraints the Department of Bougainville faces and needs to rectify to enable it to carry out a successful restoration programme and to re-establish the excellent administrative track record previously held by the Department of North Solomons during the post independence and pre-crisis situation.

Currently, the Department of Bougainville does not have the administrative or financial capacity to coordinate and implement a major reconstruction and rehabilitation programme. It is understaffed and lacks many of the technical personnel required to manage a rehabilitation and reconstruction programme.

Prior to the crisis, the Province had well-staffed district administrations. However, this is not the case today; all districts with the possible exception of Buka, are critically lacking skilled staff. Most officers previously employed by the Province for district administration have either resigned or have left and found other employment. Moreover, it is difficult to recruit new officers because of the prevailing situation in the Province. Aside from Buka and Central Districts, district offices are without access to any form of transportation nor do they

generally have any heavy equipment for infrastructure restoration activities. Communication with the Provincial authorities is limited almost entirely to radio links. Further, most district managers are only temporarily acting in their position.. All district managers claim they have been involved in preparing proposals for the PIP but do not receive any feedback on status of allocations or when funds will be released for the various projects they are expected to implement.

A new combined structure was planned to start operating in early 1998. However, the introduction of this change has been deferred following the Lincoln Agreement, since negotiations about the form of the government, and the structure of the administration, will be integral to the success of the planned election of the Bougainville Reconciliation Government. (See 2.1 above.) However, a carefully planned and properly financed system of administration, acceptable to all parties, will be essential to the functioning of any rehabilitation and reconstruction programme.

3.2.2 Churches

The four main churches on Bougainville, Catholic, United, Seventh Day Adventist (SDA) and Evangelical groupings, all carry out rehabilitation activities in the communities in which they are located. These are most frequently in the field of social and spiritual rehabilitation and projects assist community groups, including youth and women, and they are actively involved in most districts in reconciliation initiatives. They have potential as implementing partners in appropriate fields of activity although their potential would be greatly enhanced if more were to be done on an inter-denominational basis. They have an advantage in that a large proportion of the population are church members and that they have largely maintained their credibility during the crisis period because priests and other church workers have remained in place throughout. They also have access to some funding and technical expertise. An additional advantage is that little church property was destroyed during the conflict.

3.2.3 Community Groups

Community Groups have been formed throughout Bougainville and include numerous Women's Groups as well as Youth Groups made up of ex-combatants from both sides. A number of them are involved in productive enterprises and construction projects. They frequently have very capable and dedicated personnel but lack the managerial and technical skills required to ensure their viability in the longer term. They have few resources at their disposal, but have sometimes managed to salvage equipment abandoned during the conflict by private sector companies.

3.2.4 The Private Sector

There is an almost total lack of private contractors for works and services on the island of Bougainville. Most of those present before the crisis derived their income from the mine or, to a lesser extent, from the plantations. When they departed, a large amount of equipment, particularly construction equipment, was abandoned; as well, skilled personnel were left behind. While it would be difficult to re-establish these companies in the short-term because of the resentment felt towards them throughout the province, it is possible to employ their former skilled personnel and to rehabilitate some of the abandoned equipment. The latter would presumably require that agreement on compensation be reached between the companies (or their insurers) and the intending users of this equipment.

3.2.5 NGOs

There is a small number of local and international NGOs working in Bougainville with the latter working through their local partners. They include Peace Foundation Melanesia and the Foundation for Bougainville Community Development (FBCD), both of which work in the fields of conflict resolution and the counselling of conflict-affected persons.

International NGOs represented in the province include CARE (Australia), the Red Cross Society of PNG and World Vision. The local NGOs have accumulated considerable experience in the field of social rehabilitation and should prove a valuable resource in this regard, but they require assistance to strengthen their capacity to operate effectively.

3.3. Security

Security was at best uncertain at the time of the 1995 mission. Following the Burnham agreements in 1997, the situation has improved substantially and there is access to almost all parts of Bougainville. Sporadic incidents can be expected to occur due to friction between former combatants, but experience to date indicates that these can be contained and resolved by local commanders or officials. A minority group within the BIG/BRA has not agreed to the terms of the Burnham accords. Minor incidents have occurred between members of the group and peace monitors. In general, it will take some time for members of the BIG and BRA to feel wholly confident in moving around Bougainville as a whole, particularly Buka. Much depends on sustaining the good-will generated over the last few months as well as the process of reconciliation.

This situation was confirmed throughout the field visits to different parts of the island. BRA and Resistance forces are working together in their districts and communities in promoting and monitoring the truce arrangements and in conducting peace ceremonies. There had been throughout the island a number of incidents unrelated to the crisis, such as rape, theft and drunkenness from home brew. The careless handling of bush-knives, axes and grass knives in public places is also a security concern to the general public. The absence of a criminal justice system, including Village Court Magistrates, as well as an acceptable police force is very much felt and needs to be remedied as soon as possible.

3.4 Social Rehabilitation and Reconciliation

A number of organizations and groups are promoting 'peace and reconciliation' using a variety of strategies ranging from maintaining dialogue, conducting peace ceremonies, organizing training workshops in peace education, conflict mediation and counselling. These include:

- District and Area Peace Committees
- Women's Groups
- Churches
- NGOs

Women's groups have been active in most of the districts, while at the provincial level the Provincial Women's Council and the Catholic Women's Association continue their advocacy of total peace. There is however concern that ceremonies and other means may only offer temporary peace as they have not yet been supported by any serious efforts at disarmament nor by a meaningful engagement of BRA and Resistance youths in social and economic activities.

Training programs in peace education, conflict resolution, counselling and spiritual rehabilitation are being undertaken by a number of churches and NGOs over the last three years (1994-1997). These have led to the establishment of a network of community workers who will require further training and support.

There is some level of duplication in the work that these groups are doing. There is therefore a strong need for better coordination and allocation of thematic areas rather than a number of NGOs all focusing their resources in identical work. For more information on this section see Annex 1 and the project profiles.

3.5 Care Centre Population and Returnees

In April, 1995, the Provincial Administration reported that 39 Care Centres remained around Bougainville, accommodating some 64,597 people. According to this report, the number of people at each Care Centre fluctuated as people came out of the bush to the centres, while others begin to return to their villages from the centres. By August 1997 the Provincial Administration reported that the number had fallen to 57,269 (see table following). The number cannot be definitive as the Districts themselves continue to be unable to provide numbers of their own Care Centre populations.

Table 3.1 Care Centre populations by District

| District | Care Centre Population |
|--------------|------------------------|
| Atolls | 4,188 |
| Northwest | 5,195 |
| Northeast | n.a. |
| Central | 6,841 |
| Sewai | 8,429 |
| Telei | 14,165 |
| Bana | 18,460 |
| TOTAL | 57,269 |

Source: Provincial Administration figures. There are no formal care centres on the Atolls; the figure given for the Atolls District represents those in the Atolls displaced from Bougainville.

Since the 1995 report was written, there has evidently been some return to the villages from the centres. There remains a concentration of Care Centre population in the four southern districts. It must be emphasized here that population numbers on displaced persons are notoriously inaccurate. Bougainville is unlikely to be an exception in this regard. However, in the absence of other reliable data, it must be assumed that there are still between 12,000 to 13,000 families in the Care Centres which will eventually need to be resettled to their original village lands.

While Care Centres are generally beginning to empty, people in them still have concerns about the security situation and progress towards a lasting settlement. It seems clear that should peace process fail to achieve concrete results, then the move away from care centres could be halted or reversed. Many are still reluctant to leave for a number of other reasons:

- some people remaining in the Care Centres are there to enable their children attend schools since schools in the villages have yet to open or have no teachers or supplies;
- many people have gardens near Care Centres and remain dependent on them until new gardens in their villages are ready;
- business people stay at the centres in order to take advantage of business opportunities that are opening up again, especially in Buka, as normal conditions return. However some entrepreneurs still fear the predation of undisciplined elements from different factions;
- there is no functioning economy in many of their home villages;
- people await restoration of social services such schools, supply of medicine to health centres, as well as assistance for cash crop;
- some landowners at Care Centres await a settlement of the plantation question although others continue to harvest and sell crops from them. It was frequently suggested to the 1995 team that a Trust Fund be established for the people to obtain credit to purchase sub-divided plantation land.

3.6 Economic Activity, Employment and Infrastructure

Many years of neglect have resulted in the deterioration of both the economic and physical infrastructure. Additionally, physical infrastructure has been seriously damaged as a result of the crisis. Action is required, therefore, to protect against further deterioration of existing physical infrastructure. The majority of the facilities on Bougainville require substantial maintenance or reconstruction.

Air transport is limited to access to Bougainville through Buka airport. At the time of the Mission's visit the most widespread means of transport were helicopter and boat. No commercial fixed-wing aircraft were operating, although CAA has approved the re-opening of Tonu airstrip and it is expected that light aircraft will soon commence operation.

Road transportation is limited and there is no public transport in most parts of the island. Immediate priorities are the repair and maintenance of the road network, causeways, bridges, culverts, drains and wharves, to facilitate restoration of economic activities.

Many of the health centres and schools require rebuilding. The reconstruction of the public works programme requires funding from public funds. While the administration has submitted an ambitious programme for Central Government funding in 1998, given the financial difficulties currently being experienced by the Central Government, funding from donors is essential to undertake the physical infrastructure work.

Immediate employment can be generated by the infrastructure reconstruction work, especially for skilled and semi-skilled artisans and youth. The restoration of infrastructure will allow activities in all other sectors to start up again, in turn generating more economic activity and employment.

3.6.1 Youth

One of the major issues identified during the Mission's meetings was the need to develop specific programs to assist the large number of young people throughout Bougainville. The areas of concern included education, basic literacy, technical training, the need for employment-generating opportunities including local reconstruction and maintenance of schools, villages and hospitals and health clinics as well as larger public works programs and small business opportunities.

3.6.2 Prevailing Economy

At present, the situation can be summarised as follows:

- there is no mining industry on the island;
- the agriculture sector is well below its production capacity;
- small-holder agriculture is suffering from the general economic slowdown and requires an injection of financial assistance through appropriate credit schemes; and
- the collapse of the infrastructure and agriculture systems has disrupted the production sequence and reduced income-generating opportunities. A more detailed analysis of the Agriculture sector is contained in Section 3.8.

The 1995 Mission noted that most marketing systems have been paralysed, there has been widespread destruction of crops, livestock and economic assets in the villages, and food shortages are commonplace. The cost of production and distribution is, therefore, very high throughout Bougainville. Together with the lack of employment, this means no cash income. Since the majority of the population has limited or no access to the cash economy, trade stores have had difficulty in re-establishing themselves; the few that tried have subsequently closed down. Thus in many ways, the crisis has increased economic dependency and disrupted the basic fabric and normal functioning of life and economic systems.

Before the crisis, Arawa town was the economic and business centre of Bougainville. After Buka Island had been re-occupied by the PNGDF, the Provincial administration was moved to Buka. Since then, economic activity has recommenced in Buka. There are varying degrees of economic activity in the other districts. Limited economic activities have recommenced in Northeast and Siwai Districts. In Telei District, there is very little economic activity at present, but once peace consolidates there, economic activities should improve rapidly. Bana District and most of Central District have little economic activity. It will take some time before the Arawa/Loloho/Kieta area sees a return of normal economic activities.

Some small-scale activities in the rural sector include fishing, poultry farming, and some building and contracting, the latter being particularly prevalent in Siwai District. Trade stores, petrol retailing, and vehicle workshops have been re-established in Buka and in parts of the Northeast. Cocoa trading, cocoa fermentaries and copra trading have recommenced in the same areas. Banking services are limited to Buka.

Severe constraints remain in terms of smallholders' house construction, security in the villages, road and transport infrastructure, primary processing facilities, marketing channels and credit availability. These constraints act equally upon the production of subsistence food around Care Centres and in the villages, as they do upon the production of cash crops. Pre-crisis production of livestock and fish has yet to recover.

3.6.3 Transport

Irregular shipping schedules between Rabaul or Lae and Buka, and more particularly between Buka and the districts on Bougainville Island, severely hamper access as well as delivery of supplies to the outlying areas. There are no scheduled shipping services to Arawa, Buin, or other South Bougainville destinations. Sea transport is arranged on a load-by-load basis.

While Air Niugini and Airlink serve Buka Town, no regular air services to Bougainville Island exist. The only fixed-wing service by Airlink ended in February 1995 after a fatal shooting incident. Great expense is incurred by the need to charter helicopters for urgent medical treatment and supplies, although PNGDF and Hevilift, the sole charter operator, have often provided mercy services at no charge. Services will gain considerably when Airlink's regular fixed-wing service is re-established on Bougainville Island in the near future. The airstrip at Tonu was cleared by the civil aviation authorities as of 28 November 1997. Buin airstrip may also be cleared by year's end. Aropa airstrip (the major paved runway serving Arawa) also began to undergo restoration by the Truce Monitoring services late in November 1997. Each restored facility will greatly facilitate access and communications across Bougainville. For further information on this section see Annex 2

3.7 Education

The UN team in 1995 observed serious setbacks to educational opportunities, such as a lack of finance, shortage of personnel at provincial headquarters and of teachers in the province, lack of curriculum materials in schools, and difficulties of communication and transport throughout the province. Even at that time, however, the foundation had already been laid for restoration of educational services, through strenuous efforts by local communities and through district and provincial initiatives. The 1995 UN Mission attempted to build upon these local initiatives and suggested strategies and improvements in line with local developments and planning. Similarly, the 1997 Mission attempted to incorporate local initiatives in the suggestions offered.

Any exploration of the current situation on Bougainville requires the understanding of the value given to education in Bougainville before and since the crisis. A clear index of this cultural value is the high achievement regularly shown in the national school certificate examination at the completion of High School (Grade 10), the pioneering and the widespread promotion of vernacular literacy (through Village Tok Ples Schools) and the significant pool of school leavers entering the professions in Government, Church and the private sector. In addition the outcomes of a special education conference at Hutjema in 1991 related to educational planning for Bougainville, which was a forerunner to the Educational Reform, recommended changes to create a system which would be more relevant in content and outcomes to the needs of the majority of the population of Bougainville. (See Section 4.4 for further information on the Education Reform decisions.)

During the crisis most educational institutions, along with government institutions, businesses, private buildings and dwellings were prey to vandalism and destruction. This was interpreted by many as a punitive reaction arising from resentment of perceived social injustice and inequality in the education system. The selective nature of the education system was alienating in terms of the many thousands of youth who felt rejected by society through lack of educational or employment opportunities. Many persons consulted by the 1997 Mission expressed the view that there would not be an end to the crisis and a prevailing peace until educational opportunities were offered on a more equitable basis. An education that was relevant and provided meaningful activities related to future livelihood was seen as the only viable alternative to a future with guns.

Major changes have occurred through the Department of Education, both in restoring educational services to Bougainville (by means of schools, materials and teachers) and in introducing the Educational Reform in 1996, about which more information is given at Section 4.4 below. Simultaneously, policies and planning of education have been developed by the BIG-BRA in some areas during the crisis. For instance, apart from schools within the Department of Education structure unique systems have developed to cater for the educational needs of children, youths and adults in isolated areas of Central and Siwai districts. As the peace process progresses and whole village populations move back to their homes, the focus will be on expanding regular educational services and also catering for the

educational needs of those communities who have used the limited human resources available.

The question of differing philosophies and systems to suit local needs is undoubtedly one that needs to be pursued with sensitivity, in the interests of reconciliation. The isolation during the nine-year crisis has accentuated differences in philosophies, notably between that of the Educational Reform and educational survival in the BIG-BRA isolated areas, suffering from the economic blockade. In many different ways Bougainvilleans have stated that the crisis was due, in no small measure, to educational inequities, not only between districts, but also within districts. The UN Mission was often told that education was the first priority. During the crisis the youth had exercised authority and responsibility with energy and purpose and resourcefulness. It was now essential to provide educational services for them. *Without concomitant services to youth, there is real potential for destruction.* The concept of education in this report will deal with formal and non-formal aspects, literacy, technical and agricultural knowledge and skills.

As in 1995 the education services in the districts continue to be affected by the lack of administrative personnel at the province level, temporarily located at Buka. Several of the 18 positions are vacant, because of financial constraints, lack of accommodation, and difficulties in recruitment. In general travel by primary and secondary inspectors to schools has not been possible till this year. Communication links with schools, awareness of the Educational Reform, and information of CODE opportunities have been promoted by members of the Bougainville Transitional Government (BTG). The distribution of school materials and supplies from Buka has improved through the use of the tender system, although with the planned re-opening of schools and increased student enrollment difficulties and delays can hardly be avoided.

There are serious problems in addressing the educational needs throughout Bougainville. The most basic is the extreme shortage of trained teachers throughout the districts in Bougainville. To date there have been no returnees from the mainland, there are no teachers from other parts of Papua New Guinea and there are not enough teachers' college graduates coming through the system. Further, at this time primary school teachers should not be employed outside their own districts, because of security reasons. Thus, primary education is dependent on the human resources within each district. This may have the benefit that it will be easier for these teachers to construct education curriculums which are directly relevant and appropriate for primary students in the district. This realisation of the district and local needs is necessary to avoid potential isolationism and to promote unity. In the high schools, there are teachers from different districts, and the students are selected to the different high schools from the various districts, promoting in a different way unity and reconciliation across Bougainville.

Since 1995 mature-age students have sought entry at every level of the formal education system. Though older than the usual school age, these students are still young, former members of an estimated 4,000 youth groups operating in the province at the time of the crisis. It is anticipated that more will seek entry as more services are restored. The high cultural value placed on education, as shown in past figures of school outputs from this Province (e.g. lawyers, engineers, churchmen and women, teachers, accountants, mechanics,

technicians, agriculturalists) suggests that many of these youth would benefit greatly from reasonable opportunities for education.

During the crisis, the youth groups provided this cohort with organised leadership, discipline, responsibility, comradeship, a sense of belonging, loyalty and commitment to a cause. The return to school, where they are side by side with students of normal age, facing adjustment to regular high school or community school routine and a curriculum geared for those of a younger age, and responsible to teachers who may have been on opposite sides during the crisis, is likely to be a difficult transition for these older students.

Serious attempts through the formal system have been made to cater for the mature-age youths whose secondary schooling was interrupted. Because of the commitment of the teachers who have taken extremely large classes (of over 55) and the high motivation of the students, this has mainly met with success.

Those who did not begin or did not complete primary education have enrolled in the primary system, and this has presented more problems than at secondary level. Although the youth have made the effort to commence or re-commence schooling they are not making the progress anticipated. Teachers complain that they are causing discipline problems, show a poor attitude, and demonstrate disruptive friendship and courtship behaviour patterns in school. Because of this teachers consider the practice a failure, and wish it to discontinue. Teachers recognise that such students have been deprived of the orientation to school routine and discipline and find the psychological adjustment very difficult. They also acknowledge their own inability to combine two such diverse groups at the primary level of education. Obviously there are complex reasons for this outcome, and a solution must be found to enable such students to continue their education.

Other serious attempts to reach out-of-school youth have been made through secondary correspondence studies (CODE) and this will be explained below. None of the previous Specialised Training Centres (to become secondary vocational centres under the Educational Reform) or the Arawa Technical College have re-opened.

There has been growing concern expressed by teachers and educational personnel among the churches for the need for a programme of trauma-counselling skills for teachers to help them in guiding and counselling students who continue to suffer from the effects of trauma through death, violence, displacement and loss. Although programmes through in-service have been conducted in selected high schools, the need is high for a more widespread programme throughout all the districts.

Educational costs of school fees, CODE fees, and clothing are an impossible burden for parents and students in the Care Centres and BIG/BRA areas which have suffered from the economic blockade. Communities have shown a commitment to education in the building of makeshift elementary schools using local materials, and a willingness to rebuild them using local timber and materials, with some financial assistance for roofing iron, cement, nails and tools. Special consideration must now also be given to all other schools that need reconstruction, particularly in the recognised BRA-BIG areas.

3.8 Agriculture

Agriculture in Bougainville is dominated by subsistence food gardens, and smallholder cocoa and, to a lesser extent copra, production. In general, the now-inoperative plantations are concentrated along the east coast and in the north, while smallholder cocoa is concentrated in the south. Prior to the crisis an estimated 85% of the population was engaged in agriculture.

Sweet potato is the staple food, supported by taro, cassava, and a wide range of vegetables including beans, greens, and tomatoes. Protein has been derived from fish, poultry, beans, pigs and purchased foods. Traditionally, men have been responsible for clearing and assisting with planting and women for tending and harvesting. After WWII dryland rice was common in the food gardens, but this declined and virtually disappeared by the 1970s, as it was easier to sell cocoa bean and buy rice than to grow rice locally. Since the advent of the crisis some changes in these gardening practices have taken place. The food gardens have become more important because purchased foodstuffs have been unavailable, and men have tended to play a more active role in subsistence production. With the blockade many families have returned to growing dryland rice. Although there are signs of land pressure in some areas, fallow periods are adequate for maintenance of soil fertility.

Food gardens are being re-established as families move back to their villages. The Red Cross, with predominately AusAID support, has distributed family kits consisting of basic tools, clothing, towels, blankets, cooking pots etc. There remains however a shortage of hand tools for use in the food gardens, as well as for cocoa and coconut plantings.

In the three years preceding the crisis Bougainville produced an average of 16,000 tons of dry cocoa bean, 27% of which came from plantations and 73% of which was produced by smallholders. At K1.44 per kg (i.e. K90 per bag) this would indicate a gross income of K1,040 per smallholder growing cocoa (15,800 households in the 1980 census). Assuming a provincial population of 175,000, this is equivalent to K93.80 for every man, woman and child in the population.

Copra production was 26,750 tons in 1989, of which some 44% came from plantations, and 56% from smallholders. In 1997 Kina terms this would indicate a farmgate income of K199 per rural household, though this is a notional figure only, as the majority of households do not produce any copra.

The presence of large non-Bougainvillean owned commercial plantations has been a contributory factor in the current crisis. There is universal agreement within Bougainville that the plantations must return to traditional land ownership. The plantations have ceased functioning in a formal sense, but it is reported that traditional owners have been harvesting both cocoa and copra from these lands.

Prior to the crisis most of the smallholder cocoa bean and copra was produced in small fermentaries and driers; quality, though good by PNG standards, was variable. With the advent of the crisis plantation cocoa production immediately dropped to virtually zero.

Small quantities of smallholder cocoa bean have subsequently been produced - between 4000 and 5000 tons most years or about 30% of the pre-1990 volume. Copra production initially dropped to below 2000 tons in 1991 but appears to have slowly climbed back up to around 20,000 tons, presumably because copra is easier to produce than dry cocoa bean.

Most small fermentaries and driers have been destroyed. Plantings have for the most part not been tended since 1989. Underbrush and shade trees have taken over and the smallholder cocoa plantings have drastically deteriorated. Although the true situation cannot be determined without further survey, the mission has estimated that, island-wide, perhaps 25% of the cocoa trees can be brought back into production. Irrespective of the percentage, the inescapable fact is that for the cocoa to resume its former status as a major smallholder revenue earner, a massive replanting programme is needed. The mission estimates that there will be a need for planting of some 17 million cocoa seedlings to restore tree numbers to pre-crisis levels. Support is necessary for the CCRI to produce adequate improved cocoa seeds to meet this demand. Support is also necessary for the CCEA to supervise growing of cocoa seedlings and to provide extension field services. In the normal course of events cocoa seedlings, would be provided to individual smallholders through a credit system. As there is no institution capable of handling a credit programme of this magnitude on Bougainville, the question must be raised as to whether it is wise to try and embark on a credit scheme, or whether seedlings should be delivered free of charge to smallholders in the interests of quickly and simply getting the economy going again. Coconut trees are not so vulnerable to neglect, and restoration of copra production will not require the inputs demanded by the cocoa industry.

The view within BTG is that smallholder cocoa and copra production must be restored as soon as possible. This involves considerable demand for labour and capital to clean up the cocoa plantations, produce and plant seedlings and to build new cocoa fermentaries and driers. The view within BIG is a little more ambivalent. Some recognise the role of cocoa in the economy and well-being of the community, while others view cocoa as a plantation monocrop which is at odds with a multispecies tropical rainforest type of vegetation pattern which they believe to be most suited to the Bougainville environment. All parties agree that the crisis has not adversely affected in a major way the food gardens other than an inability to buy new garden tools and seasonal vegetable seeds.

However, stocks of freshwater fish have been depleted. The crisis has not allowed much salt water fishing to take place. Poultry (essentially scavengers) have been severely depleted, as have pig numbers. All of these contribute to a lessening of protein intake. There is a need for new boats, gear, ice making plants and freezers to encourage fishing for local consumption and for sale.

Bougainvilleans are very conscious of the environment and have not allowed any logging of great consequence to take place. Unfortunately the large concentration of population in the Care Centres has placed an abnormal pressure on surrounding land and large areas around each centre have been stripped of all trees for firewood and food gardens. All parties are very conscious of this and desire a replanting programme for these degraded areas.

The budgets allocation for the Division of Economic Services, the CCRI and the CCEA are inadequate to meet the demands of reconstruction in the primary sector. AusAID has indicated possible support for the agricultural sector amounting to A\$15.8 million over five years. The details of this support have not been formulated yet, but the following components have been identified: cocoa and coconut rehabilitation, evaluation of alternative cash crops, food crop introduction and development, livestock rehabilitation, training and extension, credit facility and project management. It will be some months before details of the support from the major donors, principally AusAID and the EU, will be known. In the meantime the UNDP Programme can play a crucial role in supporting strategic start-up activities. Throughout the restoration period, the UNDP programme will support key target activities at the district and village level.

3.9 Women and the Family

Women of Bougainville, like women throughout PNG, make a major contribution to the welfare of family. They not only produce and process about 80 percent of the family food but are also responsible for the care of children, the old people and their husbands and for their homes. Further, they undertake these roles at the same time as bearing babies, often many babies, and breastfeeding them for two to three years. The roles of women as wives, mothers, aunts, grandmothers and daughters are clearly delineated and have not changed during the crisis.

During the crisis the women were denied access to basic services such as health and education for themselves and their children. In many cases they were also denied the basic human right to live with dignity and freedom from persecution. They were subjected to humiliation and violence of all kinds. They were forced from their homes, moving from place to place in the bush, constantly fearful of discovery. Later some 60,000 sought refuge in care centres where they had to make new homes, sometimes amidst strangers, in crowded circumstances and with limited access to gardens, the linchpin of rural life. It is estimated that up to two-thirds of the Care Centre population throughout Bougainville were or are women and girls, and nearly half of the population are children below the age of fifteen.

Women played a brave and an important role during the peace-making process, starting with groups who ventured into the mountains to make contact with the BRA and ask them to lay down their arms, followed by active participation in the Peace Talks. All sides in the affair respected women's neutrality; they were even used as mediators and trusted to go places where men were afraid to venture. No woman took up arms and it seems that no woman promoted a violent approach to solving the issues. Their religious faith was the mainstay of their existence during these difficult times.

3.9.1. The Current Situation

The experiences of the past nine years have demonstrated yet again that women have an enormous capacity to be resilient and resourceful and these strengths should not be taken for granted or under-rated in the development of the 'new Bougainville'. Nor should their needs be ignored in the planning process.

The Family

The Mission received conflicting reports about the current state of the family. Some informants suggest that it was not as strong as before the crisis, as demonstrated by the current need to provide 'outside

assistance to widows and by reports of marriages breaking down. Others felt that the family was still very strong. However, it is clear that the family, with women as its heart, will remain the fundamental unit of society for the foreseeable future. Planners should take this factor into account.

Agriculture

As stated above, women spend a major part of their lives involved in various agricultural practices. It is essential that their role be recognised and taken into account when plans are being made to improve or expand agriculture. Their needs for information, appropriate technology and tools should not be overlooked, especially where such assistance has the potential to lessen the heavy burden on women.

Education

The value of education to women cannot be overstated and every opportunity possible should be given to promoting the inclusion of girls and young women in school. Women beyond school age would benefit from informal education opportunities such as those offered by the National Women's Training Package.

Many young women, some of whom are now mothers, missed out on some or all of their education during the crisis. There have been reports that husbands will not encourage their young wives to take up opportunities being offered to other students. Women should have a chance to finish their schooling, as a basic human right, and also for the flow-on benefit to their children.

Health services

Interviews with women at various Care Centres and Districts have suggested that the crisis has not resulted in any decline in the birth rate; it is possible that it may increase as peace is restored, due to the reunification of families and the lack of family planning education and services. This subject is described in more detail in the Health section. Appropriate family planning services and education need to be introduced in consultation with both Government and church organizations.

Decision Making

The reconstruction and rehabilitation programme will not be successful unless women are included as decision-makers and equal participants. They must not continue to be marginalized but must be incorporated in all levels of planning, formulation, implementation, and evaluation of development programmes. Many development projects and programmes fail because such gender issues are not addressed properly.

Political Arena

Despite the rhetoric which says that women are equal partners in development only one woman is a member of the Bougainville Interim Government. One woman stood for the national elections in July but like the majority of her sisters on the mainland she was unsuccessful. While Bougainville women are not generally seen at the forefront of major discussions they are always active behind the scenes. However, it is essential that women be involved in political level decision-making if the 'new Bougainville' is to learn from the lessons of the past.

Land Rights

Except for Telei District, Bougainville is predominantly a matrilineal society, where land is passed on by mothers to their daughters, while the sons have rights to use this land. Under the traditional system, women are responsible for making decisions on the use of the land and have to be consulted before their land can be used for gardens or building houses. This cultural right of the women of Bougainville has been increasingly suppressed by the introduced male-dominated western culture; in some cases male

family members have virtually entrenched themselves as the landowners. The expatriate planters encouraged the trend by dealing directly with local males in negotiating their land tenure arrangements. It will be important to ensure that the same mistakes are not made again. Those involved should ensure that the appropriate women are fully involved in any developments and not just represented by men.

Training for Business Opportunities

In care centres such as those at Tonu, Buin, Turiboiri, Wakunai and Arawa, women have taken up sewing and baking to generate income. Others in their home villages are undertaking similar activities, including the production of crafts. Although they often face shortages of basic supplies, they are determined to attempt any activity which produces some money. The Provincial Council of Women has a role to play in ensuring that donor assistance is channelled to meeting their needs for training, including refining their marketing skills, investing their profits, book-keeping and other business management skills. The concept of the Council developing a retail outlet, with profits going to support its work so that it becomes self-reliant, should be supported. The Council with the support of the District Women's Officers has an important role to play in identifying appropriate candidates, preparing proposals for donors and overseeing training activities.

Credit

There have been many requests for access to small-scale credit and this area must be given a high priority. It not only permits women to optimize their capacities and participate fully in the development process but it benefits the family. No credit schemes got off the ground during the past two years but the Provincial Council of Women is in the process of preparing for the commencement of two such schemes (funded by EU and AusAID). Taking into account the lessons learnt from other schemes the Council is making thorough preparations, including preparing a manual and conducting training in management of the schemes before launching them. It will be important to ensure equity of access to the funds, which may be difficult when the care centre people disperse to the rural areas.

Women's Organizations

The Council of Women is the main voice of women in the province and as such it deserves to be supported and encouraged. It in turn is supported by the District Women's Officers, who are present in all half the districts. The Council has a programme which currently focuses on income generation, health awareness, leadership training and welfare but not all aspects have been implemented due to lack of funds.

The Council requires some capacity building. The Executive Officer position has not yet been filled and it is apparent that it will be unable to fulfill its mandate until the problem is rectified. The Council also needs training in planning, management, implementation and monitoring and evaluation, as do the other district women's leaders. (see Annex 5 for further information).

3.10 Assessment of Health Sector Needs

3.10.1 Bougainville Health Structure

The former North Solomons Province provincial health office was situated in Arawa, in central Bougainville, prior to the crisis. That office was destroyed and is now temporarily located near Sohano Hospital, on Sohano Island in the north of the province (A map of the locations of health facilities is to be found at Annex 6.1). The office is only fifteen minutes away by boat from the

BTG offices across Buka Passage in Buka town. The Bougainville Health Office is headed by an acting Assistant Secretary for Health (as it was in 1995) and follows the usual organizational pattern found in the other provinces of PNG. While basic Bougainville-wide provincial health services have been restored, complete and meaningful data on rural health facilities and overall staffing are scarce. Annex 6 contains the best of the data available.

Since the 1995 UN Joint Agencies Assessment, eleven more vacancies at the provincial health office have been filled. At present thirteen of fifteen existing positions are filled. (A detailed list of staffing is to be found in Annex 6.5.) The isolation and impermanence of the Bougainville Health Office (as well as other BTG sector offices) and the remaining staff vacancies are restricting the organized and coordinated delivery of services. There is thus a precarious and uncertain character to the running of the provincial health services.

The isolation and uncertainty is further aggravated by a diminution in staff technical skills since there has been very limited in-service training over the last eight years. In particular the rural health workers interviewed stated that they had lost confidence in their clinical skills and knowledge. Many community members and village leaders expressed their misgivings that health workers were '... not up-to-date-in-in treatments.'

3.10.2 Organization and Delivery of Health Services

The public health services system works through both government and church facilities and provides both curative and preventive services. Most of the facilities and services that closed down during the crisis have been re-opened since 1995, especially after the Burnham peace talks in July and October 1997. There is at least one private medical practitioner in Buka town and only one in the Bougainville Island.

The provincial Health Office has overall responsibility for Bougainville's health activities and plans. Some health facilities and services run by church groups also receive subsidy support from the government. Those people living at Care Centres have access to health services. It was stated that health care was provided without discrimination to patients coming from all areas. These health services have been supported by international agencies, notably AusAID and the International Federation of Red Cross and Red Crescent Societies (known in PNG as Red Cross), which have both been actively supporting the delivery of health services since 1991.

Health extension officers based in all eight districts supervise the district operations of health programmes. In the Atolls, nursing officers are present in the area. The former Provincial Health Committee, which comprised district health officers, section heads and community representatives, has not been revived since the restoration programme began. As part of the imminent government restructuring, it is probable that the Committees will become Health Boards.

Hospital services (considered as secondary health services) are being provided mainly at Sohano Hospital, which includes medical, surgical, laboratory, and nursing services formerly provided through Arawa Hospital. However, the health centres in Buin and Arawa have been receiving patients without the benefit of basic equipment to run a hospital. A field hospital managed by the PNGDF is situated in Arawa at present catering to civilian patients, including maternity cases and

laboratory needs. It does an excellent job of providing inpatient care for the civilian population of Arawa and the surrounding area.

The secondary health services support the primary services through the health services referral system, consultations through the provincial HF radio network, medical officers rural visits, staff training, and the dispensing of urgently needed drugs to out-stations from the hospital dispensary.

Unfortunately, most of these support functions of secondary health services have been curtailed during the armed conflict and have only been partially restored, due to the lack of staff and equipment. Critical cases and especially those needing specialized treatment rely on helicopter services for airlifting to the Sohano Hospital.

The primary health services provided through outpatient clinics, health centres, aid-posts and village clinics severely deteriorated during the crisis. However, since 1995 and until this year, some services have improved. The government health workers in BIG/BRA controlled areas during the crisis either moved to Care Centres or to other health facilities in government-controlled areas, but some opted to stay and continued to provide services from family houses or from any available health facility. It is also important to note that the services of traditional village healers were maximized with the use of traditional healing and bush medicines.

Since 1991, the BIG/BRA established training programmes for village workers to do primary health care services mostly around the central part of the island of Bougainville and slowly expanding to the northern and southern areas. Seven participants in the 'Village Aides Training Programme' have graduated from its first intake; a further twenty were expected by the end of December 1998, and another 20 in the year 2000. The objective of the programme is to field one village community worker in all of the 374 villages in Bougainville (see Annex 6.13).

3.10.3 Health Facilities

While many basic services have been restored, health services still operate in rundown or makeshift facilities. There are eleven health centres, all in areas controlled by the Government during the crisis. (See Annex 6.6.) All eleven are operational though badly in need of maintenance and upgrading..

There are thirty-one health sub-centres of which twenty-three are operating while the other eight are completely closed. Arawa General Hospital was extensively damaged during the crisis. (See Section 3.10.4) It is now running as a health centre with both in-patient and out-patient services (with outpatients reaching over 3000 per month, as noted in Annex 6.8). The PNGDF field hospital in Arawa is partially staffed by civilian district health workers and supports the Arawa Health Centre . It was operating in Wakunai in 1993-94 before moving to Arawa. Concern was expressed to the Mission that hospital services may not be sustained if the government facilities are not in place once the PNGDF moves out, as was experienced in the case of Wakunai. The facility is situated in buildings said to be owned by the PNG Banking Corporation and thus may be reclaimed by the owner.

3.10.4 Infrastructure

The health sector infrastructure needs considerable rehabilitation before health services can be fully delivered to the people of Bougainville. Restoration work and additions to the Sohano Island

facility are continuing, largely with AusAID support, to better enable Bougainville-wide hospital services to be provided by that former health centre.. In Buka Town itself the Buka District Hospital is under construction, also with AusAID support. The 84-bed facility is due to open in mid-1998 at a cost of AUS\$6.7 million. It will serve Buka Island and the nearby smaller islands that comprise Buka District. District Hospitals at Wakunai in Northeast Bougainville and Buin in Southern Bougainville are also anticipated by BTG health officials.

Health centres and aid posts have re-opened in both BTG and BRA/BIG areas but the degree of restoration of facilities and equipment varies considerably. Aid posts while open may be constructed of only bush materials. Most permanent facilities are severely rundown and all need some degree of maintenance. Nevertheless, some facilities have been well looked after in spite of hardship. Among them is the BRA/BIG operated health centre and health training facility at Paruparu which is kept spotlessly clean and is well maintained

The crisis saw the destruction of the then North Solomons Province's main health facility- the Arawa Hospital and Arawa Medical Centre - located in Arawa town and considered to be among the best in the nation. The Arawa Hospital was a Government facility while the Arawa Medical Centre was privately owned and operated. The Arawa Hospital was largely destroyed with the loss of all medical facilities with only some support facilities remaining intact, while the Arawa Medical Centre was totally destroyed.

3.10.5 Supplies and Equipment

Many of the health facilities including the hospitals of the province are lacking basic supplies and equipment. The beds themselves are often rudimentary and water systems are frequently out of order. Most of the aid posts and health centres are poorly stocked with medicines; a few have the basic antibiotics, anti-malarials, and other standard supplies. Both AusAID and the Red Cross have contributed significant support over the last seven years. This support has included the supply of over 400 medical kits for aid posts through the Red Cross as part of an AusAID AUS\$4 million programme. Each kit provided essential drugs and supplies for 100 persons in both BRA and government areas.

In one BIG/BRA area visited, the health worker present in the health facility claimed that some medicines and supplies were sourced from Arawa sometime this year. Also, a BIG/BRA Humanitarian Aid Coordinator was able to receive some contributions in the form of medicines from Christian associations in the Solomon Islands.

The lack of coordination between the health office at Sohano Island and the district-based health services results in delays and an inadequate supply of essential drugs or drug replenishments. A lack of funding for transport costs is said to be responsible for this problem. Medical requisitions for supply are made to Rabaul through Buka and the communication and transport problems contribute to the delay. Cold chain equipment for immunizing children throughout the province was provided by AusAID, WHO and UNICEF in 1995, 1996 and most recently in 1997 in connection with National Immunization Days or 'NID' (see Annex 6.11).

The district health offices continue to provide monthly reports to the provincial health office. However, since early this year, the computer at the provincial office was non-operational, and records are therefore difficult to assess.

3.10.6 Communications

Communications are extremely poor and continue to be one of the most serious constraints for provision of health services in Bougainville. Regular telephone and or fax services have not yet been restored and it is still not possible to make calls from Sohano to any of the other health facilities. The Bougainville health office at Sohano does have both telephone and fax service though the fax machine was actually supplied by WHO in support of rural water supply. Electricity is supplied by a temporary generator arrangement in locations outside of Buka and Sohano. Diesel for generators used by the larger health facilities is received haphazardly and its transport costs are high.

The HF radios provided with AusAID support to assist in medical supplies orders, medical officer consultations and patient referrals, have been set up and appear to work reasonably well. However, they were installed at district managers' offices, so that, for example, both Sohano Hospital and the Sohano Health Office which have radios, normally can radio only to the district manager's offices – not directly to district health centres. There is still the need for radios at health facilities.

3.10.7 Transport

Irregular shipping schedules severely hamper delivery of medical supplies to the outlying areas as sea transport is arranged solely on a load-by-load basis. With no scheduled air services, great expense is incurred by the need to charter helicopters to ferry vaccines and evacuate patients needing emergency treatment, although, as noted above, both Hevilift, and PGNDF have provided mercy services at no charge. Since even written communication now goes hand-delivered by various helicopter passengers, health services will gain considerably when regular fixed-wing service is re-established on Bougainville.

Most vehicles and ambulances were destroyed during the crisis. However, hospital or health centre ambulances or health-owned vehicles are now in place at Buka (5) Sohano (2), Wakunai (2), Arawa (1) and Torokina (1). There are no health vehicles at Buin or Tonu. Aside from destruction by the crisis, the operation and maintenance of all health vehicles has always been very problematic, mostly due to low fuel and maintenance budgets and spare parts difficulties. All connecting roads are in critical states of disrepair. While they are conceivably passable with four-wheel drive, road transport remains useful only locally. Between district centres meandering streams and vegetation have reclaimed long stretches of previous roadways. The only boat ambulance (at Sohano Hospital) is under repair in Kavieng.

3.10.8 Staffing

Shortage of health workers is a major problem in restoring services. While establishing exact staffing levels proved very difficult it is estimated that about three-quarters of the established health workforce is working again. Figures provided by health officials vary due to workers displaced from their official posts, church workers recorded differently from area to area and variations in how support staff are recorded (see Annex 6.5). Medical officers are in very short supply and will be needed even more when Buin and Wakunai Health Centres are upgraded to district hospital status. Nurses and laboratory workers are also needed.

The remaining vacancies at the provincial health office in Sohano (see Annex 6.4) have to be filled to provide supervisory and backup support for the district health facilities, to maintain disease surveillance and to ensure the timely dispatch of supplies. Also, donor support will necessitate the presence of sufficient counterpart personnel at the appropriate levels. Many of the health workers interviewed expressed a strong need for in-service training and are progressively losing confidence in their clinical and technical skills.

3.10.9 Health Programmes

Health education services and environmental health services have been limited, though community water and sanitation have progressed with support from the European Union and WHO, mostly in the northern parts of Bougainville. There is a dearth in locally-prepared education materials. Some of the materials prepared at national level were either inadequate or inappropriate in terms of language used. The provincial office uses Radio Bougainville to air a 20-minute information service every week for health education messages.

Disease control activities are now improving with the appointment of a Disease Control Officer in the Sohano health office this year. The health office considers tuberculosis and leprosy as a major programme. There is also an effort at reviewing the malaria control programme which has not been successful in terms of strategies used. The distribution of permethrin-impregnated mosquito nets has not been effectively carried out and does not cover all areas, especially on the island of Bougainville. Maternal and child health services were to be implemented at most health facilities visited. However, in the absence of overall supervision and records, it is difficult to assess the level of MCH activity actually carried out. Anecdotal evidence of child-bearing complications and deaths support maternal morbidity and mortality as the third leading health problem (also shown by national records, Annex 6.2) and indicates the immediacy with which MCH services need be improved.

The Bougainville Health Plan 1996-2000 (Annex 6.3) was submitted to the national department in 1996 and is awaiting response. The plan contains a comprehensive list of priority programmes and projects for the province of Bougainville.

Mass immunization was started in 1994 in most parts of the island of Bougainville. Much of the coverage occurred at health facilities or among the Care Centre population. Despite this programme it has been estimated that immunization coverage for all antigens is less than 10% in the province. National Immunization Days were similarly implemented in 1996 and 1997. Two rounds of mass immunization activities were done in 1997, one in September and the second round just completed in October. The immunization covered all 8 districts of the province and oral polio vaccine (OPV) coverage reached 65%. Of the total number of 30,595 under-five children targeted, the actual OPV was given to 19,748 (annex 6.11). The first round, however, did not include the Atolls due to the high cost of sea transport to the islands. Central Bougainville was also not fully covered especially in the BIG/BRA areas even though vaccines were allowed to get in. It was reported by the provincial office that in the BIG/BRA areas of northeast and northwest districts, the BRA members themselves carried the vaccines and organized vaccine points before the health workers arrived. Regular immunizations are also carried out in the Arawa Health Centre twice a week.

3.10.10 Major Public Health Problems

Vital health statistics particularly on morbidity and mortality rates may be inaccurate or underestimated due to the lack of a civil registration system in the country for births and deaths. The available health data comes from admissions in health facilities and from local knowledge especially in areas not reached by health services. Data was hard to obtain in the short time of the Mission, and data often conflicted between sources. However, hospitals indicate that the major causes of morbidity and mortality are malaria, respiratory infections, complications of childbirth and diarrhoeal diseases (see Annexes 6.6, 6.7, 6.8 and 6.9). Additionally, low immunization coverage has led to outbreaks of pertussis (whooping cough) and exposed the child population to possible outbreaks of measles, polio and tetanus. The provincial Health Office has reported six different pertussis outbreaks during October and November 1993, in which over 50 child deaths were recorded. Health workers also gave verbal reports of four unconfirmed polio cases.

Reproductive health issues were not fully described in the 1995 report but given the seriousness of their potential impact on the well-being of the population, are considered to be an important part of the development scenario. The Mission looked at the three main areas of STDs/HIV/AIDS and gynaecological problems and family planning. (Details appear in Annex 6.12). Of concern is the possible increase in STD cases and the presence of AIDS. The health officers interviewed during the visit in some areas identified the presence of STD clinical signs in some women treated for other obstetrical problems, but have not confirmed them through laboratory analysis due to lack of facilities. There was considerable anecdotal information about sexual knowledge, attitudes and behaviour but little substantive information. The situation is particularly serious, given the extent of social change which is taking place as peace is restored, including people moving back to their homes, the lack of education among youth and an extremely limited health service.

Complications from childbirth were common due to several factors. In some areas, the pregnant women were reportedly too shy to report to the health facility for ante-natal services until full term. It was learned from village stories that many mothers died from childbirth in the bush during the crisis due to lack of medical attendance. The practice remained in having older women in the family assisting in childbirth together with a village midwife or village healer and a health worker, when available. However, surprisingly there was no evidence of high maternal mortality in health records consulted during the mission. Other gynaecological problems include pelvic inflammatory diseases and infertility but there is little data on the extent and nature of these problems.

Leprosy cases were reported to be increasing in the central area of Bougainville island, mostly in relation to an existing leper colony in Kopani. Tuberculosis has also become an important concern. In-patients in most of the health centres and hospitals visited had a number of tuberculosis cases. The main problem for both diseases is the inability of patients to complete treatment once diagnosed. The community also needs to be educated on how to manage cases at home.

Where malnutrition was noted in children, it was generally a consequence of malaria. In both government and BIG/BRA controlled areas, there was a general perception that children born and raised during the crisis, even in the bush, were in good health, based on good nutrition. This was due to the sufficiency of nutritionally rich plants, either grown in gardens or gathered from the bush. As well, the villagers have a strong tradition of healthy food

preparation, although they may welcome the chance to learn other ways as well as their own. As regards infant nutrition, there has been no change in breastfeeding practice during or after the crisis. It was learned from the women that solid food, composed of yam, sweet potato or some vegetables, is usually introduced at about four months after birth.

The family planning situation has not improved since 1995, with only very limited services being available in some towns. During the crisis, women have not had a choice about their family size and this situation is borne out by the large family size averaging about seven children – some women have as many as fourteen children. The level of knowledge about modern methods of family planning is variable with some couples familiar with these methods from pre-crisis days and others completely ignorant, especially the young and uneducated adults. The reports of declining age at marriage, in some places to as low as 12 years, is also of particular concern.

In Roreinang the number of child deaths due to dysentery, according to the health worker, reached 5 in 1996. Likewise, the Arawa health centre recorded 228 cases of dysentery-type gastroenteritis in 1996 for children aged 2-5 years old, causing 3 deaths at the centre and 10 deaths at home. There is a general awareness of oral rehydration therapy using coconut juice and even with the boiling of green coconut husk mixed with salt. In Paruparu health centre, it was reported that there had been no outbreak of measles since 1991, even without immunization services. Incidents of tetanus were reported but none related to neonatal tetanus.

Dental caries and other dental-related diseases are urgent concerns in most areas, mainly due to lack of dental services. Dental hygiene practices have not been adequately promoted especially considering the prevalence of starchy foods in the local diet.

4 A STRATEGY FOR REHABILITATION AND RECONSTRUCTION

4.1 Area Specific Strategies

It is evident that substantial differences exist between different parts of Bougainville as to the level of intervention which must be made to restore normality. Some areas have been outside the control of the central government administration for a number of years and as a result have been denied access to the outside world and the opportunity to engage in regular commerce or to receive any kind of external assistance. In addition, the potential for economic growth varies widely across the island and different areas have differing requirements for investment in the productive sector.

Consequently, it is essential that the rehabilitation and reconstruction Programme recognizes this regional diversity and implements projects that are tailored to each specific District's needs. What is an appropriate strategy for Buka may be a completely inappropriate one for Bana. In general, the principal focus in the north must be on economic restoration, including the re-establishment of marketing structures and revitalization of cocoa cultivation. In the southern half of the island, the principal focus is to create an environment and appropriate support network to enable people to return to their land, begin re-establishing livelihoods which provide food security and rebuild the social and physical fabric of their communities.

4.2 Social Rehabilitation

Any strategy for Social Rehabilitation must address five main issues:

Psychological Dislocation and Confusion

This manifests itself in hatred, mistrust, suspicion, violence and an unwillingness to forgive and reconcile. Many people with religious beliefs lost them during the crisis; a return of their original belief would assist the process of psychological rehabilitation. In the same way, a reconnection with traditional values and principles would be valuable here.

Post Trauma shock and distress

Psychological distress results from having experienced or witnessed traumatic events. In all parts of Bougainville, many people experienced or witnessed gun battles, executions, people being burned alive or hacked apart with axes or bush-knives, prolonged torture, imprisonment, beatings, pack rapes and other sexual abuses, relatives being hauled away in the middle of the night never to return and a reign of terror that penetrated to the people's souls. A healing process to address the after-effects of these experiences is not only badly needed on the individual level, but necessary for social stability.

Grieving and Loss

Research has shown that when people or whole communities experience loss of loved ones or the loss of a way of life, a profound sense of dislocation sets in characterized by shock, denial, anger,

frustration, blaming others, mental confusion, frozen emotions and an inability to trust others. The whole Bougainville community needs to be assisted to psychologically overcome the loss of prosperity and security and the loss of a way of life which may never totally return.

The 'War Zone Mentality'

The War Zone Mentality describes a pattern of human relations in which everybody is an enemy until proven otherwise. It is prevalent in government offices, within churches and between churches, in the business sector and in many organizations across Bougainville. Real progress and development will not be possible until the war zone mentality is transformed into a new culture of forgiveness, love, trust, respect and unity.

Payback, Conflict and Estrangement

Many individuals and clans feel they have legitimate grievances to avenge. This has led to a siege mentality in which people see themselves in a more or less permanent state of conflict against other individuals, families, clans or groups. Since pay-back invariably leads to further pay-back, the cycle must be permanently broken.

During both the 1995 and 1997 UN Mission visits, no evidence was found of a concerted effort by either government or NGOs aimed at directly facilitating a healing and recovery process. The NGO sector has however been providing basic counselling, training and spiritual rehabilitation as part of their rehabilitation activities. These efforts should form the basis of a well developed social rehabilitation programmes, using a strategy which is based upon a participatory approach. Such an approach should be firmly based upon the people's faith and engage all sectors, including former combatants, in a process which builds a sense of unity in the community.

4.3 Economic Activity, Employment and Infrastructure

It is clear that as a result of the crisis, unemployment and poverty have increased dramatically in the past six years (see Annex 2). The entire population of Bougainville has been affected by widespread hardship, social fragility, and an almost complete lack of income-earning opportunities. There is an urgent need, therefore, to rapidly rebuild the productive and distributive systems of Bougainville.

Mission members held meetings with BIG/BRA representatives who provided details of needs identified across Bougainville in the areas of health, education, electricity, communication.

The proposed strategy for employment and income generation must aim to:

- address community-based concerns for the rehabilitation of sectors that have been marginalized as a result of the current Bougainville crisis;
- create productive job opportunities for the majority of the population in Bougainville, especially youth; and
- promote self-sustaining economic development in all productive sectors of the Bougainville economy, with an emphasis on smallholder cash crops..

Due to population increase and the 'demobilisation' of a large cohort of youths, all areas of Bougainville are facing the need to absorb these people back into a normal way of life with income-generating activities. In the longer term, the possible resumption of mining activities could provide additional employment in Bougainville. This was not considered by either the 1995 or 1997 Missions to be a source of employment in the short or medium term.

A more immediate strategy for income and employment generation is seen in the areas of agriculture, public works programs and the re-establishment of people from the Care Centres back to their villages. Public works programmes will provide some jobs in the immediate future as well as in the medium-term but the majority of Bougainvilleans will be looking primarily to subsistence rural sector activities for incomes. Small-holder agricultural development will also be a key sector in providing jobs and incomes in the short-term.

4.3.1 Physical Infrastructure

The strategy for the development of physical infrastructure restoration and reconstruction will be based on:

- a response to specific needs to improve the infrastructure in Bougainville;
- community management where practical and taking into account the local socio-cultural economic, institutional, and environmental factors in all aspects of project design;
- that projects are sustainable beyond the life of the UN Programme;
- that projects must promote local participation and income generation for the community, and in particular for the youths; and
- that there be assistance in restoring communications services and mobility in order to facilitate the resettlement of displaced persons.

In order to provide an effective and cost-efficient road network in the Department of Bougainville, it is essential that the existing national road network be reviewed, with the ultimate aim of providing the facilities for residents and cash crops to be able to travel easily by road transport to the trade centres and inter-Province access-points. This national road network must connect the main and feeder roads to the respective area trading markets and to the inter-Province access points on both Buka and Bougainville Islands.

A major component of the strategy is creating jobs in the short and medium-term through infrastructure development. Short-term measures include development of public works projects which create jobs in their own vicinity. Therefore, construction programmes should be labour-intensive wherever possible and local communities must be assisted to bid for and undertake civil work contracts. Opportunities for non-formal training should be created and a conscious effort made for those youths showing aptitude to serve some kind of apprenticeship with skilled tradesmen. There should also be some provision for training and skill development for contracting groups. In the medium-term, the infrastructure strategy envisages engagement of local contractors for major capital work programmes. Provision of technical support for strengthening local enterprises is a priority in order to assist them undertake large capital works programmes.

4.3.2 Credit Schemes

Bougainville suffers from an inadequate supply of institutional credit. The growth of the Bougainville economy since Papua New Guinea became independent came mainly from the

mining sector with its capital-intensive emphasis and limited linkages with the rest of the rural economy. Currently, the need will be for small-scale and micro-credit schemes to stimulate the resurgence of agricultural and cottage-based rural economic activity.

The 1995 Mission proposed that a scheme modeled on the Grameen Bank be introduced for women. Although no scheme is yet functioning, there have been developments since 1995. The Provincial Council of Women has been successful with two proposals, similar to the Grameen Bank model, for funds for credit schemes:

- K90,000 AusAID Micro-credit Scheme. Funds for this scheme will not be released until more details are provided on how the funds are to be allocated and managed.
- K100,000 from European Union Micro-credit Scheme. The commencement of this activity is awaiting the development of a manual and the completion of a programme of training in its use in all Districts.

The Council has learnt from the negative experiences of other women's credit schemes, which have commenced without adequate preparation. Council representatives recently spent time in Goroka to learn from the UNDP-funded Lik Lik Dinau scheme and they have enlisted the assistance of an accountant to help with the training in book-keeping which is currently being undertaken. Credit for smallholder rural projects is covered under Agriculture.

4.4 Education

A difficulty in working out educational strategies is caused by the lack of statistics in the province as a whole and in the districts. In the education field there is more accurate knowledge of the situation in the government areas since 1995, but projections of the situation in the BIG/BRA areas are difficult to make. This section attempts to identify the approach to be taken in the different types of formal education (elementary, primary and secondary) vocational and technical education and distance education in line with the system and requirements of the Papua New Guinea Department of Education. The Mission was informed in consultations that many communities wish to re-join this system; some others, however, wish to pursue their own educational philosophy or to establish their own emphasis in curriculum.

4.4.1 Formal School-based Education

Elementary

The Village Tok-Ples Skuls are gradually being replaced by three years of Elementary Schooling proposed in the Educational Reform and the Training of the Trainers and of the Teachers who have their Grade 10 School Certificate are being affected. The concept of vernacular schools had its origin in Bougainville, and introducing students to formal education through their own vernacular has continued to be of value in the minds of the people. Throughout the crisis the Village Tok-Ples Skuls continued, although other forms of education could not continue. It is in the BIG/BRA areas that there is a desperate need for assistance with materials.

Considering the high rate of illiteracy, particularly among youths, ways should be found to use the elementary schools or Village Tok-Ples Skuls in terms of buildings, materials and teachers for adult literacy. Although the teachers are specially trained in pre-school education, some may be selected for courses in adult learning methods.

Primary

Primary Schools (commonly known as Top-Up Schools according to the Educational Reform, and which cover Grade 3 to 8) are replacing the Community Schools which formerly took Grades 1 to 6). These schools allow the students to stay and learn for a longer time in their formative years within their own communities, and the curriculum is such as to allow them to acquire life skills through Basic Technology and Agriculture. More Top-Up schools are planned as the peace process is established in more areas. The In-Service Training of teachers is organised through Port Moresby In-Service College; it includes both residential courses and Distance Education Modules.

The grave difficulties of the return of mature-age students to primary education have been outlined above, at Section 3.7, and it is an urgent matter to devise strategies to meet this need. Multi-grade teaching should be tried which would allow one or two teachers in a school to teach the mature-age students in a group separately from the normal age ones. If the primary school environment itself is not conducive to this, then an alternative environment could be the CODE or similar forms of study centres which are usually near the Primary Schools so that in effect the teacher could still belong to the Primary school staff. As courses have been conducted for multi-grade teaching and the concept is not a foreign one on Bougainville it should be able to be adapted for mature-age students, at least as far as Grade 6.

Secondary Education

All the Provincial High Schools (Grades 7 - 10) are operating in the Province, with the exception of Rigu which has not been re-built, and of Buin which is expected to commence in 1998. Teachers have taken in large classes since 1995, to cater for the mature-age students and there are often over forty students in a class. Because of the high motivation of the students, teachers in general consider that the attempt to cater for the educational needs of mature-age students has been successful. The success of this is in no small measure due to the high level of commitment on the part of the teachers. It seems this process should continue for about another four years. However, with the expected influx then, of mature-age students now attending primary school, it is highly unlikely that the high schools will be able to cater for the demand. The Marist Brothers, who have continued to teach and administer high schools throughout the crisis, plan to re-open Rigu High School at Mabiri to cater for mature-age male students throughout the island. Once this need has been met they will continue as a regular high school, except that there will be a curriculum emphasis upon agriculture and skills training.

There is an acute shortage of high school teachers in the province, and there are 26 vacant positions. The majority of teachers are trained (71 out of a ceiling of 86), and there are 15 who have specialist qualifications at University level, without teaching qualifications. It is a matter of urgency that these be given the opportunity to upgrade their qualifications to include teaching qualifications. To date no returnees have come back to teach on

Bougainville, although there are reportedly 100 Bougainvillean secondary teachers on the mainland. Attempts to attract this cadre are of crucial importance.

The plan to have the Upper Secondary (Grades 11 and 12) at Hutjena in 1998 has been postponed until 1999. Meanwhile it is reported that an arrangement has been made for 80 places to be made available at Keravat National High School for Bougainville Grade 11 students for 1998. It is a matter of urgency that these students be chosen according to the principle of gender equity and according to districts, and constituencies. The opening of Hutjena should not be further delayed.

The need for a programme of trauma-counselling skills for teachers has been stated in Section 3.7. It is important that this begin at the high school level where initiatives have already been taken and eventually extend to primary school level and distance education centres. The Catholic Church has taken the initiative to propose that a male and female secondary teacher be trained in trauma-skills counselling to carry out the in-service training required in the high schools of the province. This form of counselling is considered to be best carried out by trained Bougainvillean teachers who understand the psychological world of the children or youths in their schools.

Vocational and Technical Education

Vocational Secondary Schools (Grades 9 - 10)

Under the new system of the Reform the Specialised Training Centres are to be replaced by Vocational Secondary Schools. These institutions are essential in providing relevant educational opportunities for school leavers, and as an alternative to the more academic curriculum especially for mature-age students. Courses should be geared to providing skills for young men and women appropriate for small-scale business, agricultural and fishing industries. Besides regular curriculum, provision should also be made for short term courses for those without the academic requirements for full-time courses.

To date none of these have been started, although a co-educational institution at Talena is being planned for 1999 funded by AusAID. Other schools at Tinputz (1999), Kieta, and Buin are yet to be planned and funded. The Marist Brothers have begun a Rural Education Centre at Buronoitui on Buka.

It is of the utmost importance that these schools be restored, restocked and re-opened as soon as possible. The longer the school children and the adults (through short-term courses) are denied access to these schools, the more the situation of lack of skills training for employment opportunities is going to be exacerbated.

Arawa Technical School (Grades 10 - 12)

The re-opening of this national institution run by the National Department of Education which formerly catered for boys and girls throughout the province, is eagerly awaited in the districts. The buildings and dormitories need restoration and complex equipment needs to be provided. Graduates from this who complete further qualifications in technical training and a teaching qualification are desperately needed for teaching in the high schools and vocational centres. The plan is for it to open in 1999, but the buildings are in the same sorry

state of destruction and disrepair as in 1995. The importance of this institution is that it caters for the whole province, and therefore provides a unifying and social learning experience for students; it also offers a link for CODE students or Vocational School students to pursue their studies at the higher technical level.

4.4.2 Distance Education

College of Distance Education (CODE)

The importance of CODE in providing opportunities for secondary education (Grades 7 - 10) for those unable to continue in the formal system because of the crisis was emphasised in the previous report. Although study centres have been established through AusAID grants, some plans by AusAID have not been able to be fulfilled as yet because of the security situation. However some advances have been made through a UN grants, enabling the Pre-Enrolment Tests to be administered without cost and the conduct of a Supervisors' and Markers' workshop. As well, the local construction of CODE Study Centres in some of the districts, and the subsidizing of the usual K60 fee per subject, by K40 per subject so that the student pays K20 have assisted greatly in CODE education. About 2,000 youths have passed the Pre-Enrolment Test, and only about 700 have enrolled in secondary studies with CODE. There are still many difficulties, and one of the main ones is the lack of qualified markers. Students from the care centres, who can substantiate that they are unable to pay, may be considered for a full subsidy.

In the current situation CODE is growing in popularity, at least in principle, in comparison with high schooling because of the difference in fees. A supply of markers must be ensured to overcome an imminent sense of disillusionment with CODE as a viable alternative.

Original ways need to be devised to attract markers. One approach is to look at the possibility of High School teachers who would be willing to act as markers for students from their own particular district. Some such teachers have been identified at Talena and Hutjena for Buin and Siwai, and at Arawa High School for the Central District. High School teachers have not been so involved in CODE marking because of their heavy work load, but may be motivated to assist until the CODE centres get more firmly established in the Districts. The success of CODE studies is a matter of extreme urgency, to allow an alternate route for the youth whose schooling has been disrupted, and who cannot pay the school fees for high school, or who prefer to learn in a less formal and more independent manner.

As well as there being insufficient markers, some difficulties have been caused by the slowness in processing of pay through Port Moresby, and the slowness in delivery of materials and marked work. The rate of pay for markers is also considered to be inadequate return for the work and time involved. Rates of pay for markers of the University Centre is much higher. The system currently relies heavily on the CODE Coordinator and one or two markers in Buka to mark assignments from the remote areas. The workload is beyond the capacity of these few people.

University Centre

Approximately 300 students and teachers are doing either matriculation studies, studies for a Diploma in Education, or a Degree in Educational Studies. An initiative is being suggested for some students to do Grade 11 and 12 at Arawa High School through Distance Education at the University Centre. These courses should be diversified to include Agriculture and Commerce, and a Post-Graduate Diploma in Education introduced for those with specialist degrees who do not have educational qualifications.

4.4.3 The BIG/BRA Perspective

BIG/BRA representatives were anxious to stress that they had developed their own educational philosophies and approaches. They emphasised that as the peace process progresses and whole village populations re-settle, educational services will need to be drastically expanded. Many of these will be directly in line with the Educational Reform as discussed in the structure above, and others will cater for the various educational needs of children, youths and adults of those communities as implemented by them according to the limited human resources available.

As stated above the isolation during the eight-year crisis has accentuated differences in expectations and philosophies. In addition to the specialist needs of science laboratories, school materials and equipment and infrastructure needs – which may be looked at in terms of using local timber and workers – awareness programmes will need to be devised and funded to dispel any exaggerated differences, and to promote understanding and respect in the interim.

4.5 Agriculture

The short-term strategy is to focus on the return of families to their villages and to ensure that they have adequate tools. It is important that immediate steps are seen to be taken to initiate a process which will result in the reversion of plantation ownership back to the traditional landowners. The ultimate solution to this issue will take much longer to sort out. Immediate steps are also necessary to ensure a rapid build-up in the supply of cocoa seed and seedlings.

The medium-term strategy is to restore smallholder cash crop production of cocoa and copra to pre-crisis levels. Parallel with this must be restoration of poultry, livestock and fisheries. To ensure success of the medium-term strategy it is important that an adequate supply of cocoa seedlings be made available, and that credit and extension delivery services be strengthened. The strategy is to utilise the special restoration programme to create strong research, extension and (hopefully) credit institutions which will stand Bougainville in good stead for the future years. Within the life of the project it should be possible to initiate some diversification to augment income streams from cocoa and copra. Pepper, vanilla and possibly nutmeg appear to be ready for introduction into the smallholder farming systems.

For the longer term, the strategy is to focus on further agricultural diversification, forestry and processing of primary production.

With assistance from the European Union (EU) detailed planning has been taking place within the BTG for project actions on food crop rehabilitation, cocoa and coconut rehabilitation, evaluation of alternative cash crops, livestock, fisheries, forestry, training and extension, processing and marketing, agricultural supplies, micro-credit facility, large plantation distribution and project management. While EU might support some of these activities, mostly infrastructural, and AusAID has also identified areas of support in most sectors, including agriculture, BTG does not have the financial resources to follow through in all of these fields.

In discussions with the Mission, BIG officials indicated that they would probably not have any objection to (what are at present) BTG or national line agencies playing an active role in implementation of restoration projects, so long as all sections of the community, including BIG personnel, have an input into planning of the programme and there is meaningful consultation undertaken at all levels.

4.6 Women and the Family

The strategies required to improve the well-being of the women of Bougainville and their families are focused on the strengthening of government services (health and education) and on strengthening the capacity of community organizations to service women's needs (education and skills).

Women's primary needs are focussed on the welfare of the family, especially the children. Consequently, after peace, the revival of the health services must be the first priority, including access to ante-natal, birthing, post-natal, other aspects of maternal and child care including family planning and curative services. This sector is discussed in more detail in health sections of this report.

Settling back to normal life involves re-establishment of gardens and houses and the nature of the countryside is such that little besides hard physical labour is required to enable this to happen. Provision of some basic equipment such as spades, saws and nails would assist this process, as described in the economic reconstruction section, above.

The next priority for women is schooling for their children, both for the young but also for the youth whose schooling was interrupted during the crisis. These matters are also addressed elsewhere in the report.

In addition, there is a need to provide 'informal educational opportunities for women, both to help them deal better with their parenting responsibilities, as in the areas of hygiene, nutrition and family planning and also to better their capacity to participate in and benefit from development. The latter includes obtaining knowledge and skills in leadership, income generation and project management and how to participate in decision-making at various levels. In order to achieve these educational objectives it is appropriate to work through the major women's organizations which serve as focal points for women, but for this to happen capacity building of those bodies is required.

4.7 Health

The objective of reconciliation and restoration of services is to remove constraints and to allow individuals to be productive and actively and meaningfully contribute to their communities. Thus the restoration of health services is a primary prerequisite for improvement in the quality of life in Bougainville. The Bougainville Division of Health has already established their objectives and strategies for the restoration of health services as contained in the Bougainville Health Plan 1996-2000 (see Annex 6.3). These form the basis for the proposed health activities.

The recommended strategy in health is to encourage the re-establishment of health services in both government and non-government areas; to encourage health education and community involvement in maintaining good health; and to render health facilities fully operational as soon as possible. These will be achieved through recruitment and training of health personnel at all levels, delivery of health services using inexpensive, non-formal approaches where feasible, opening facilities and extending services to all areas as they become secure.

In the short term, (12 to 18 months) immunization and disease control programmes will be supported, medical supplies and immediately necessary equipment provided. The Bougainville Division of Health will need to upgrade its project management capabilities while expeditiously filling the remaining staff vacancies.

In the medium term, (18 to 48 months) comprehensive in-service training of health workers in all major communicable diseases at all health centres will be needed. The health information system will be upgraded and intensive health education programmes launched. Comprehensive site inspections of all twenty-three Health Centres will be undertaken for provision of missing equipment, necessary repairs and renovations. Upgrading of certain facilities must be initiated. An effective system of vaccine and drug and supplies distribution will be implemented. Existing commitments of donors, especially AusAID's programmes for rehabilitation of health facilities, refresher training for health staff at all levels and distribution of pharmaceuticals through Red Cross, will be incorporated into the strategy.

Rural water supply and sanitation is the responsibility of provincial health divisions throughout PNG and also in Bougainville as priority under the current health plan. Given the severity of water and hygiene related diseases, this priority of the Bougainville health plan is afforded short and medium term support. District level capacity will be enhanced in the short-term (6 to 18 months) with tools and equipment (rural kits were already supplied by WHO) to enable district-based health and technical services teams to support communities in implementing their own village-based water supply and sanitation schemes. Village water supply, now supported by the European Union (in Buka District initially) systems will make use of 'proven-in-Bougainville' technologies favoring simple rainwater catchments and improved protected springs rather than pumped or piped schemes. The sanitation strategy will centre on ventilated improved pit (VIP) latrines for excreta disposal, in conjunction with programmes to transform hygiene behaviours.

An AusAID-funded Red Cross programme for Bougainville includes water and sanitation, along with other community health initiatives. The programme will commence in March 1998. Other NGOs, including the Adventist Development and Relief Agency, have also proposed water and sanitation support programmes.

5 PROPOSED PROGRAMME ACTIVITIES

5.1 District-Based Rehabilitation and Reconstruction Programme

5.1.1 Capacity Building

Government administration

There is an urgent need to upgrade the capacity of all District Managers as well as lower level officers and community leaders. The proposed Programme can, to an extent, assist in the upgrading process, but it cannot entirely substitute for the assignment of adequately qualified personnel to the districts. It is expected that participation in the planning and management of programme activities will provide on-the-job training to District Managers and other professionals in the administration. For example, the preparation of sub-projects for approval by the Programme will teach a systematic design method to include an assessment of the problem, the evaluation of alternatives for its solution, the coordination of activities, work planning and budgeting. Similarly experience will be gained where contracting implementing partners where proposals will be evaluated and contracts and agreements written.

Women's and Youth Groups

Both Provincial and District women's and youth groups need to be strengthened immediately to ensure that these groups can actively participate as development agents in the programme. A reconstruction and rehabilitation programme cannot succeed on Bougainville without the youth and women's involvement in all stages of planning and implementation of the programme. Almost all groups contacted by the mission expressed a need for training in basic management activities such as bookkeeping and project formulation.

At this stage, it is vital that key bodies responsible for promoting activities among these two communities also be strengthened.

Non-Governmental Organizations and Churches

The importance of the contributions of the churches and the NGOs in conduction rehabilitation activities in Bougainville is widely recognised. Many of the NGOs are undertaking their own fund-raising to conduct their programmes.

The capacity-building issues for these organisations should be related to those projects they can undertake and the tasks they are currently involved in. It would be advisable to engage NGOs in areas where they can offer clear comparative advantages over Government personnel, such as in community self-help activities. Projects such as psychological rehabilitation, micro-credit schemes and certain responsibilities in the health and education sectors should be considered for NGO implementation.

Capacity Building Activities

- An immediate review of staff training needs, at all administrative levels;

- a coordination mechanism established to encourage NGOs to collaborate, and ensures that they do not duplicate but complement each other in their rehabilitation programmes;
- technical assistance given to the Provincial Administration to improve its financial administration system as part of the reconstruction and rehabilitation programme; and
- the Economic Services Division given the capacity and resources to facilitate the private sector investment needed to produce revenue for the Provincial administration.

5.1.2 Social Rehabilitation

Social rehabilitation at the district level will flow on from the Programme activities at provincial level, as outlined at Section 5.2.1 below.

5.1.3 Economic Activity, Employment and Infrastructure

The overall approach during the Mission's visit has been to seek as much input as possible from the local communities as well as from representatives of the BTG and BIG/BRA. It will be equally important to ensure that district development committees play an active role during the implementation phase in setting local priorities for project implementation. This will also include encouraging local contractors to tender for project work and to ensure that requirements for labour-intensive activities are met from the area in which the work is taking place. Where possible the greatest possible use should be made of presently unemployed youth and contractors should be encouraged to employ them on programme activities.

The following examples are typical elements of projects that can be delivered at district level.

- the installation of water tanks;
- the rebuilding or repair and renovation of schools, hospitals and rural health facilities;
- workers and other support to assist families moving out of Care Centres back into their villages;
- construction and restoration of aid posts;
- the re-opening of the Specialised Training Centres and technical training;
- the rebuilding of the Technical College;
- organising local labour for road works;
- development of combined work and education programs for selected youth.
- the provision of tools and equipment to support local project initiatives, including village reconstruction, timber-gathering and carpentry using chain saws and controllers; and
- incentives and training to set up small business operations.

More details and locations are contained in Annex 2.

5.1.4 District-Based Education

Thus far in this report the educational needs have been identified in relation to the formal institutions, vocational centres, distance education (CODE and the University Centre) and adult literacy. Although some of these have been (or are being) addressed there is generally a widespread need for relevant programmes.

Programmes are urgently required which address:

- the reconstruction or restoration needs of these institutions;
- the adequate supply of materials;

- the provision of adequate executive personnel;
- the recruitment, in-servicing and upgrading of teachers; and
- the formulation and implementation of relevant curricula.
- the formal and non-formal education of youths who have missed out on their education.

Planning and the setting of priorities in formal education are the responsibility of the appropriate authorities, and there is evidence that this is being undertaken.

The following suggestions, which focus not only on programmes for restoration (i.e. those requiring special funding) but also on maintenance (i.e. those normally budgeted for from relevant government sources) are offered for consideration. Some programmes depend on the movement of the population from Care Centres back to their original or other homes and the prevailing state of security in the proposed areas of return.

Programmes for Planning or Implementation at District Level

Local communities have shown initiative in the construction of elementary schools (or VTPS), and community schools to provide for the needs of students in Care Centres. They now need assistance as they return to their villages, namely:

- the provision of simple construction materials not locally available (e.g. nails for schools,) and some permanent materials for community schools in town areas;
- the assurance of supply, coordination and distribution of curriculum materials, school supplies, and sports equipment;
- the opening of elementary schools;
- the recruitment and training of teachers for elementary schools;
- the development of programmes involving the community, particularly in accordance with cultural values and vocational skills so as to ensure a purposeful and meaningful education is devised and implemented;
- a study is needed to assist communities to define the purpose and 'relevance' of education in relation to local resources at district levels (e.g. basic technology, cultural activities, agriculture and fishing);
- planning for the re-opening of community and the opening of primary schools (Top-up schools); and
- the establishment of structures promoting adult literacy.

5.1.5 Agriculture

Primary production restoration programmes will vary from district to district depending on the mix of cocoa, coconuts, fisheries, forestry replanting, requirements for livestock and so on in each area. The need of each area will be determined at district level, within the Bougainville- wide programme.

5.1.6 Women and the Family

The needs of women and consequently the family can best be met primarily by strengthening basic health and education services and by enabling women to benefit from agricultural capacity-building activities. The activities for these sectors are described elsewhere. In addition, their needs can be met through the strengthening of local community agencies such

as the provincial and district councils of women and church bodies which act as focal points for women's issues and can, if adequately resourced, provide educational and financial support for women.

The following activities are those that would help meet the informal education needs and skill building requirements of both organizations and individual women, both at the provincial and the district levels.

- Strengthening the capacity of the provincial and district women's organisations to administer programmes.
- Strengthening the technical capacity of the organizations to deliver leadership training, and other educational programmes.
- Providing financial support to the Provincial Council of Women to enable it to better act as a resource centre, distributor of small grants and administrator of micro-credit schemes.

For details of individual projects see Annex 6.

5.1.7 Proposed District-Based Health Activities

To reach the population, much of the delivery of health services necessarily must take place at District and lower levels. District and peripheral health staff will manage health centres and aidposts and where possible institute health patrols so as to provide basic health care to the widest population possible. Specifically, intensive malaria, acute respiratory infections (ARI), STD/HIV/AIDS and family planning and diarrhoeal disease control (CDD) programmes must be launched. The immunization programme should be intensified and expanded to cover at least 80 percent of all infants annually. Maternal and child health care services and health education and promotion efforts must be supported. Tuberculosis and leprosy programmes need to be initiated. Attention will be paid to re-establishing the capacity for district level implementation of rural water supply and sanitation systems. Both rural health facilities and village water supply schemes must be provided.

All these will be accomplished through the provision of Bougainville-wide health activities. Existing NGO-managed health programmes such as those of the Red Cross will need to be incorporated into the overall effort. These activities, supported with externally recruited experts where local expertise is considered insufficient. These district-based activities will impart on-the-job training to health personnel at their work sites, so that they learn new techniques and improve their skills while attending to their usual work. An intensive health education campaign will include supplies, equipment, and training materials to support the work of the technical expert and the development of programme support materials. Outlines for these activities are provided as in the attached project sheets.

5.1.8 Re-integration of the Displaced

The re-integration of the displaced population must be undertaken at the district level since each district is at a different stage of return and needs may vary from place to place. Over 50,000 people, remain in Care Centres, and this constitutes the primary population whose integration needs must be addressed. In addition, there is a sizable population in the bush – perhaps between 4,000 to 5,000 families – which will also have similar reintegration needs. Returnees from the mainland and 'refugees' from overseas, are likely to be a relatively small population; the latter may receive some direct re-integration assistance from UNHCR.

It is clear that there is a widespread desire to return to their village lands among almost all Care Centre populations. Unlike many displaced persons camps in other parts of the world, the Bougainvillean Care Centres do not appear to have engendered any great level of dependency among their residents. This is primarily as a result of a default in delivering much relief by the authorities. By international standards, the Care Centre populations have demonstrated a remarkable capacity to help themselves; this is a most important strength which the reintegration programme must build upon.

The timing of a return to the villages will, in the first instance, be dictated by the perception formed by returnees of the security situation of security. Once people have decided that it is safe to return, the actual process of return will be determined by two basic considerations:

- the availability of food in the home areas; and
- the availability of shelter in the home areas.

The UN Programme must give high priority to these two needs. In the former case, this is best achieved through the provision of inputs which will facilitate the re-establishment of gardens in the home areas. Bougainville displacees have one major advantage over most other displaced persons; they are displaced only a few miles from their normal areas of residence. Most can reach these areas on foot within a day. This means that people are in a position to plant gardens in advance of their permanent physical return. The UN Programme will liaise with the Red Cross and provide supplementary support should be needed for supply of basic essentials such as:

- hand tools (hoe, knife and ax) for gardening and a seed kit;
- basic household implements/containers/pots; and
- family size mosquito nets.

Shelter reconstruction will also be necessary in many cases because houses have either been destroyed or have become dilapidated from lack of occupancy. As with gardens, much of this rebuilding can be undertaken in advance of people's return. Moreover, it is customary for housing to be built communally by members of the village, and especially where the elderly or households headed by women require some assistance. Consequently, this process can be facilitated by the UN Programme making available to each village a basic construction tool kit consisting of:

- a supply of nails;
- some hammers; and
- a saw.

It is estimated that there are about 500 to 600 villages which may need some reconstruction of houses. Only the worst affected areas will require construction tool kits.

Medium-term needs and activities for returnees are of two basic type, namely:

- rehabilitation of basic local services such as Health Aid Posts, water supply systems, feeder road rehabilitation and/or village Tok Ples Schools; and
- the re-establishment of family income-generating capacity through a return of cash cropping, use of forestry resources, livestock or fishing, and cottage industries.

These two needs can be met through a mix of basic equipment input by the UN Programme and community self-help labour. As well, youth labour will be useful to meet need for rehabilitation of local services, and micro-credit facilities will be useful to re-establish family income-generating capacity.

Given the high pre-crisis level of self-reliance, the relatively limited extent of dependency in the Care Centres, the rich rural resource base of Bougainville, and the resumption of traditional community co-operation and inter-action, the reintegration of displacees in Bougainville be achieved with considerably less difficulty that has been experienced in some other parts of the world. Clearly, there will be special cases requiring extra assistance, but for the most part, the process can be stimulated with only minimal interventions, once the key ingredient, security, has been provided.

5.2 Province-Wide Rehabilitation and Reconstruction Programme

5.2.1 Social Rehabilitation

The 1995 Mission reported one joint mechanism existing at the provincial level through three NGOs where collaboration on peace education, counselling and conflict resolution training was being implemented. This mechanism no longer exists due to institutional and staff changes. There is however some level of collaboration between the NGO community; this needs to be further strengthened through the following immediate and medium-term activities:

Immediate

- the establishment of an NGO coordinating mechanism

Medium Term

- the development of a social rehabilitation training package
- NGO capacity building (infra-structure, management and specific rehabilitation skills, financial)
- the development and implementation social rehabilitation programs in the following areas:
 - resettlement of displaced populations
 - development of a social rehabilitation training package
 - demobilization and reintegration of ex-combatants
 - assist non-displaced populations implement community development projects

Details of specific project proposals are given in Annex 1.

5.2.2 Economic Activity, Employment and Infrastructure

Youth

A Bougainville-wide strategy is proposed to place special focus of the needs of youth and to ensure that specific assistance will be available to meet their needs. It would provide a basis for establishing stronger links between education, training and employment for young people.

Elements of the project would include:

- Access to education for those youths needing to return to full-time school;
- Technical training, with emphasis on short courses to provide work skills;
- Support in establishing small business teams e.g. chain saw and construction teams using bush materials;
- Programs combining literacy education with work opportunities;
- Coordination with local community development and youth organisation activities aimed specifically at youth.

Roads

There is an urgent need to restore the road network to enable the economic and safe movement of commerce within Bougainville and to reduce the reliance on air transport, particularly the use of helicopters (Provincial authorities expended over K2.55 million in 1996 on helicopter charters). The responsibility for administering Bougainville's road network is shared between the Central Government and the Provincial authorities. Emphasis must be placed on restoring the priority roads identified as follows:

- on Bougainville itself, the proposed national road network consists of a main trunk road which extended the existing East Coast Road which runs from Bonis in the north to Aropa in Central District by restoring/reconstructing the road from Aropa to Buin to Tonu to Boku and then via Panguna to rejoin the existing East Coast Road at Isakara. The priority work is from Bonis to Aropa, where it is first necessary to reconstruct all the damaged river crossings between Wakunai to Monetai while the remaining sections between Bonis and Aropa will require routine maintenance. At the present time, the road between Monetai and Aropa is in good condition, however, the road surface will need to be rehabilitated prior to increase traffic otherwise the existing bed could rapidly deteriorate and necessitate additional unnecessary expenditures. Work on the section of East Coast Road from Wakunai to Monetai is expected to commence in 1998;
- other main works will be the rehabilitation of the West Coast Road from Siara to Koripali, and improving the Buka East Coast Road; and
- it will also be necessary to identify Provincial and feeder roads that require restoration. There is a potential source of funding for restoration and/or maintenance of feeder roads from the EU Stabex Fund. Much of this work is labour intensive and workers should be supplied from the local area.

Air Transport

At this stage, all airports under the Department of Works plan have been restored and are operational. There is only a need for the normal on-going maintenance at these airports.

Aropa Airport, where the runway has been scarred by trenches, will be a major project, which will necessitate the design and documentation for reconstruction of the runway and all other infrastructure facilities. Temporary repairs were completed by the Truce Monitoring forces during November 1997 but permanent repairs will still be required.

Wharves

AusAID has expressed interest in the construction of two wharves in Southern Bougainville at Kangu Beach (Buin) and Mamagota (Siwai). Further work on this proposal has been deferred

during the crisis. While landings through the surf at Mamgota beach have been important to the Siwai and Bana areas during the crisis, it is very exposed, and not very suitable for a wharf. Once roads are restored, it may not be justified to construct a wharf in this locality. Kangu however is a different situation, being a sheltered site. If AusAID does not for any reason proceed with a small wharf at Kangu, consideration should be given to including it within the UNDP programme.

At Buka, the Harbours Board have completed some maintenance on the main wharf and has a programme of further maintenance work later this year.

The BCL wharf at Loloho does not require any significant maintenance programme. There is no reason why this should not become the main Provincial wharf. The Kieta wharf does not appear to be severely damaged (albeit, a sunken ship needs to be cleared to improve access), but it will require some maintenance. However, the wharf's support facilities will need to be completely rebuilt as these were totally destroyed during the crisis. While the wharf is basically operational, the sunken vessel imposes some restrictions and should be removed. Naval Divers from the New Zealand peace monitoring forces were undertaking inspections of the Kieta wharf and wreck during the Mission's visit in November 1997. The PNG Harbours Board have funds set aside for restoring Kieta wharf but this does not include clearing the submerged vessel.

Telecommunications

At the present time, telephone services in the north of Bougainville (i.e., Buka area) are operating near normally within the Telikom national network. In other places, namely Buin, Arawa and Wakunai, there are very limited services utilising portable satellite equipment. Prior to the crisis, both the Arawa and Buin areas had telephones networked to areas, which operated through microwave links connecting into the Telikom national network.

Restoration and expansion of the telephone service throughout Bougainville will be an important part of long term recovery. In the shorter term, a need exist to improve communication by increasing the number of high frequency radios available in the health, education and administrative offices in the districts.

5.2.3 Province-Based Education

Planning and implementation has suffered from lack of personnel at the provincial level. Action is required to:

- improve existing planning and implementation capacity;
- provide for the restoration and renovation of educational institutions such as high schools, vocational centres and Arawa Technical College (although, in fact, the latter is a central government responsibility);
- provide for the extension of CODE;
- provide for further development of the facilities and courses of the University Centre; and
- coordinate adult education programmes.

To date the emergency situation has been faced with determination, effort and progress, but has lacked the resources, transport and communication links for overall and even planning.

Planning and Implementation

Programmes for implementation at the provincial level are as follows:

- vacant positions at the administrative level need to be filled.
- there needs to be established an effective office for production, coordination, provision and distribution of curriculum materials on an equitable basis;
- teachers need in-service training at school and province levels (i.e. upgrading in content and methods, trauma counselling, rehabilitation and peace education courses, appropriate methods for mature-age students; multi-grade methods)
- the appointment of a resource person, and the establishment of a resource centre, for the implementation and monitoring of multi-disciplinary courses in the areas under the Department of Education (e.g. in-service and upgrading of teachers, adult education, and literacy). Servicing the training needs of provincial government departments such as Health, Primary Industry and Commerce should also be considered. In the meantime, a mobile training unit which can address and coordinate immediate district and provincial educational needs should be established.

Secondary Schools

The following projects are identified as a necessary component in the restoration process :

- the planning and implementation of an integrated educational physical complex at Buin (ie.to house elementary, primary, secondary, and vocational education)
- a resolution of the controversy about the ultimate location of Tonu High School so that buildings may be restored and AusAID may continue with their planned power and water installation;
- the completion of the dormitories at Talena High School
- planning for the reconstruction of the former Rigu High School at Mabiri
- solicitation of aid for institutions not currently funded;
- programmes for teachers in trauma counselling;
- programmes to accommodate the expected influx of mature age students seeking re-entry to secondary education; and
- assessment of the needs for the proposed high school at Bana.

In addition actions related to curriculum development and teaching in the facilities outlined above is urgently needed.

Vocational and Technical Education

The following are identified as essential projects:

- the establishment of vocational centres at Kieta, Tinputz and Buin, as well as Arawa Technical College must be seen as a matter of urgency. Buildings currently in use for other purposes need to be vacated and equipment replaced;
- the establishment of a Rural Education Development Centre at Mabiri in the Central District;
- in addition to restoration needs, the purpose of the vocational centres should be re-evaluated at district and province levels, and the possibility of combining short term programmes for adult learners be investigated. These institutions are essential in providing relevant educational opportunities for school leavers, and as a viable alternative to more formal curriculum especially for mature-age students. Besides having technical standards upgraded, options should be geared to small-scale business, agricultural and fishing industries for young men and women; and

- resource persons and organizations specialising in vocational and technical education need to be recruited to assist with devising an innovative community-needs based curriculum and to provide physical infrastructure to accomplish this. Ongoing links with the agricultural and business sector are essential in order to relate the education to available work opportunities.

(Details of individual projects in education are provided in Annex 3):

Distance Education

The strengthening and extension of CODE, which is normally a national responsibility, is an initiative currently being undertaken by AusAID to offer more opportunities for youth through the provision of an alternate route to formal education. Improvements in the organizational structure have taken place (in-service course for supervisors and markers; the construction of the CODE coordinator's house and office space; and an awareness campaign), but as yet developments are tentative, and there needs to a strengthening of personnel at province level and more commitment from the districts.

As students face serious difficulties in the delivery of CODE materials, and in the sending and receiving of work assignments, there is an immediate need for improving on the system. It is essential for the success of this programme on Bougainville, for decentralisation measures to be planned and adopted as soon as possible.

The University Centre

Since the 1995 UN Mission, the University Centre has been constructed at the site of Kubu at Buka. This has an enrolment of 300. There is a need for the courses to be diversified to include Agriculture and Commerce, and a Post-Graduate Diploma in Education to be introduced for those with specialist degrees who do not have professional teaching qualifications.

Adult Education

There is an urgent need for programming in 'literacy for livelihood skills', rehabilitation and mediation skills, agricultural skills, women's needs and health and family welfare. These programmes will need to be coordinated with health, agriculture, youth, NGOs and community programmes. Programmes also need to be devised in conjunction with women's groups, youth leaders, chiefs/elders, the churches, and NGOs.

While this section has attempted to itemize educational projects for planning and implementation at both district and province levels, it is recognized that it is impossible to address all projects at once. Clearly, a balance needs to be created in planning and implementation so that all sectors of the community gain from formal, vocational, technical, distance or adult education. It is essential, given the tentative stages of peace on Bougainville, that equity in access to educational opportunity be both perceived to exist and actually delivered.

5.2.4 Agriculture

Primary production restoration programmes, in rough order of priority are: supplementary tool kits for family food gardens; provision of cocoa seedlings; provision of credit; creation of the CCEA extension staff to ensure sound smallholder practices and to supervise the rural credit; initiation of a process to resolve plantation issues; diversification of smallholder agricultural production systems; restoration of livestock numbers; restoration of coastal fishing and investigation of downstream processing.

Tool Kits

The Red Cross has distributed, along with other relief supplies, 28,500 Family Packs, which included emergency supplies of gardening tools, as well as distribution of grass knives and bush knives to displaced families in 1991-1993. Despite this early attempt to meet the need, there is still a shortage of basic hand tools particularly in inland areas. Further supplementary distribution of tools such as axe, sarif, bush knife, spade, pruning shears and cocoa hooks is advisable.

Credit

A policy decision is required as to whether any grant or subsidy should be given to assist smallholders in the re-establishment of their cash crops. Assuming that the bulk of capital investment will be met by credit, there will be a need for a special programme to finance rebuilding of fermentaries and driers and the planting of new cocoa. There will also be credit demand for small private enterprises such as transport vehicles, portable saw milling etc. A restoration credit programme to take into account the special needs generated by the crisis is called for.

The Rural Development Bank of PNG is present to deal with larger loans but there is recognition that there is a need for small savings and credit schemes. At least two initiatives are under way (Women's Micro Credit and the Bougainville Haus Moni) to address this need. The movement towards a village-based micro savings and credit system is proceeding slowly and in the long term promises to meet this need. In the meantime, the immediate needs for small credits to assist rural families to return to their normal economic activities during the restoration period can not be met. There is a need for targeted action to meet the special needs created by the crisis and to quickly allow rural households to start generating income again. Small production loans will be needed for purchase of cocoa seedlings, rehabilitation of fermentaries and driers, village artisans, and onshore fisheries. Urgent decisions and action are called for to provide the necessary productive credit. Whatever the nature of the scheme decided upon, the UNDP programme is committed to provide key support.

Provision of Cocoa Seedlings.

To restore cocoa plantings to the 1988 level an estimated 17 million trees need to be planted. A small percentage of these can be grown by the smallholders themselves, but in order to establish disease-resistant stock and higher yielding hybrid seedlings must be supplied from improved sources. CCRI is the major supplier of improved seedlings, but cannot physically meet such a demand without adequate funding. Remaining old cocoa trees can be given a new lease of life by bud or stick grafting with material provided by CCRI.

There is a need for support to CCRI for cocoa seedling production. This support could either be direct, or channeled through the CCEA whose responsibility it is to supervise growing and distribution of seedlings.

Extension Service

Prior to the crisis the formerly strong agricultural extension service had been wound down. For the period of restoration – say five years – there will be a need for a larger number of field workers to supervise the agricultural credits, to advise on replanting and to train the younger smallholders who have never worked on cocoa before. The CCEA is charged with fulfilling this function. CCEA will need support for recruitment and training of staff and implementation of a cocoa and coconut restoration project.

Plantations

There is widespread agreement that continued non-Bougainvillean ownership of the plantations is unacceptable. A process must be designed whereby all parties jointly can devise, in a peaceful and structured manner, a solution to the situation. It is proposed that a consultant be employed to work with the PNG National Government, the Bougainville Government, legal plantation owners, banks holding mortgages and traditional land owning groups to define and set in motion a process which will resolve the issues and allow the plantations to operate again under Bougainvillean ownership.

Livestock

Pig and poultry numbers have been depleted and there is a demand for new stock. A modest programme supplying kerosene incubators and fertile eggs could have an impact in upgrading and multiplying village poultry.

Coastal Fisheries

Credit will be required for boats, motors, fishing gear and start-up operational costs. Infrastructure will be required in the form of ice-making plants, chilling and freezing facilities and marketing support.

Agricultural Diversification

Immediate support will be given to diversification of cash cropping with an emphasis on pepper, vanilla and possibly nutmeg. Support could also be given for longer term research to establish suitability of at present unidentified new crops

Primary Processing

A study is necessary to determine whether it is practical and feasible to establish downstream processing of primary products, particularly copra, on Bougainville as a means of increasing employment and overall returns.

More details on programme components can be found in the Project Profiles which follow the Main Report, and also in Annex 4, Agriculture.

6 PROGRAMME IMPLEMENTATION

6.1 Introduction

The Programme implementation mechanism proposed here is based on a number of principles which were impressed upon the 1995 Inter-Agency Mission by both governmental and non-governmental respondents in Bougainville, Port Moresby and at the Goroka Workshop. These have generally been restated during the 1997 mission and endorsed by the leadership of the BIG and BRA. These include:

- that the programme be community-based and adopt a people-oriented approach;
- that it guarantees equitable access and distribution of programme resources;
- that it emphasizes self-help strategies and minimizes 'give-aways';
- that it strengthens local capacity to implement activities and makes use of all available human resources;
- that it ensures that close coordination with all other rehabilitation and reconstruction initiatives on Bougainville;
- that it is complementary to and supportive of existing government institutions and
- that it includes both district-level and provincial-level activities;
- that all activities must be sustainable; and
- that every effort be made to implement immediate projects while the medium-term programme is developed in detail.

The 1995 mission worked on the assumption that the existing Provincial government structure, including the BTG structure would remain intact during Programme implementation. With the proposed provincial reorganization and the entry of the BIG into the discussion, it seems prudent to ensure that possible organizational changes do not delay the start of reconstruction and rehabilitation activities. The UN Programme Management structure should be able to function while discussions on the form and structure of government take place. It is proposed that this be done by ensuring that all parties involved in the wider discussions are part of the decision-making process at both district and Bougainville-wide levels. The decisions to be made will largely be of a technical nature and it is to be expected that the experience of working together to solve technical problems will enhance and support the wider discussion on the future of Bougainville.

A corollary to this is that joint decision-making will provide a mechanism through which participants in the peace process can meet and facilitate reconciliation through discussion of issues of common interest.

In developing the Programme management structure, it was understood that the existing capacities for implementation at the provincial and district levels were severely constrained. Existing institutions can currently barely cope with their normal array of duties and responsibilities and hence are ill-positioned to take on the full responsibility of implementing projects falling under the UN Programme. A UN Programme implementation structure is

therefore an invaluable temporary adjunct to prevailing potential implementation capacities. The term 'temporary' must be emphasized; an underpinning principle of the proposed UN Programme Management Team is that it is to phase itself out during the four year Programme duration.

6.2 Project Planning

The Project will employ a community based approach, resulting in capacity building at the local level. Local ability to formulate cogent sub-project proposals, to initiate, to plan, to manage, to implement development activities will be strengthened. The Project will be driven by needs identified and articulated at the local level to Management Committees located across Bougainville. Area Management Committees (AMCs) will be established, based on the Councils of Chiefs or Elders once they are formally constituted. Until then existing bodies will be used where possible, which should in all cases be fully representative of the participating communities and have a minimum technical competence to determine development issues. The AMCs would co-opt other members or form technical sub-committees as necessary. Sectors of the local population participating would include:

- the BTG and BIG, to be replaced by the BRG when it is established;
- the District Administrations;
- chiefs or elders;
- youth and women's groups;
- Churches;
- the BRA
- and the resistance

The chairman would be selected by majority vote by the members of the Committee from among their numbers. It will be important that selection of members on the AMC equitably represents all sectors of the community and that they have the confidence of the community so that it does not lead to a conflict of interest when sub-projects are implemented.

The principal functions of an Area Committee would be:

- the approval of an annual plan whose impact would be principally at the District level; and
- to oversee the implementation of activities described in the annual work-plan.

These activities in the work plans approved by the Area Committees, would be prepared as sub-projects and compiled into a draft annual regional plan for one of three Regions, (North, Central and South) (see figure 1)

Regional Work Plans will describe a development strategy and a list of sub-projects in support of that strategy presented by sector to be implemented in the current year. The Work Plan will be the technical framework to finance the costs of rehabilitation, reconstruction and development in the various sectors within the Project target areas. It will constitute the basis on which UNDP, UNOPS and the government monitor the Project's progress.

The AMCs would be supported by Bougainvillean Regional Managers, located at Arawa, Buka and Tonu, who together with a small administrative staff, would form Regional Project

Implementation Offices (RPIOs). The offices will act as Secretariats to the AMCs and provide administration of the UNDP Project in the project areas in each region.. The RPIOs will:

- identify in consultation with communities and government administrations activities for inclusion in the Project work plan as sub-projects;
- be responsible for the drafting, in association with the community and the District Administrations, of annual work plans for approval by the AMC and their compilation into a regional work plan, in cooperation with the government administrations concerned.;
- assist in the preparation of formal sub-project proposals;
- identify and enter into agreements with local implementing partners;
- provide technical advice to the AMCs in the region and participants in the Project and
- ensure that funds allocated to the Region are disbursed in accordance with UNDP/UNOPS rules and procedures.

Drafting of the annual Regional Work Plans, with assistance from the sectoral officers, shall be the responsibility of the Regional Managers. The Work Plans shall present a strategy for advancing the objectives of the Project in the target areas. They will contain a list of sub-projects with indicative budgets, charts and other illustrative data. Sub-projects are to be finalized once the annual Work Plan has been approved.

Regional Work Plans would be sent to the provincial level UNDP Project Implementation Office for incorporation into a UN Project work plan for the whole province and submission to The Provincial-level Management Committee.

A **Provincial-level Management Committee (PMC)** will be initially constituted with the agreement of the Government of PNG, the BTG and BIG. Prior to the formation of the BRG, existing bodies such as the Peace Process Consultative Committee (PPCC), or a sub-committee thereof, may carry out the functions of the PMC provided the membership is fully representative and technically competent . Following the election of the BRG, the membership of a PMC will need to be reviewed. The PMC would be made up of community representatives acting at a Bougainville-wide level and it will co-opt members from the Regional Committees where appropriate. The chairperson for the PMC is to be appointed in agreement with both BTG and BIG until such time as the Bougainville Reconciliation Government comes into being. The PMC will be responsible for approval of the Project annual work plan. In addition it would approve implementation (through the UNDP Project) of those activities funded by donors whose scope and impact would be province-wide and whose implementation can be more effectively managed at the provincial level. As such, the inclusion of such activities will have been determined by a somewhat different process than that of direct consultation with communities by Project staff or other provincial entities. They may include:

- activities implemented on behalf of, or at the request of a donor; or
- activities implemented by other members of the UN development system as part of their mandates.
- projects originally identified under the PIP, and whose implementation by the Project is at the Government's request;

The PMC would ensure that Work Plans for the UN project were coordinated with other activities in the Province, as well as with each other, so that duplication does not occur.

The PMC would be supported by a small UN Bougainville Project Implementation Office (BPIO) which would provide the secretariat and administrative functions of the UN Project. The BPIO would be under the direction of a UN appointed project manager recruited internationally. It would be responsible for:

- the preparation of draft annual plans for approval by the BMC;
- identifying and entering into agreements with implementing partners or contractors, particularly for Province-wide activities;
- providing technical advice to the BMC and headquarters technical departments;
- the preparation of work plans for the Atolls.

Once the final draft of a Work Plan is approved, Project funds will be committed to match the indicative budgets for the Work Plans. The PIO staff will then formulate fully detailed sub-project proposals.

6.3 Project Management

The BPIO should work closely with the BRG, once it is established, and with the BTG and BIG administrations until then. In particular, it should co-operate to the greatest extent possible with the Planning Ministries and technical departments of the administrations in the finalization of the UN Provincial Work Plan and in the preparation of sub-project proposals. Close contact should also be maintained with international organizations working in Bougainville, so that working experience can be shared and co-operative ventures promoted.

An international Project Manager should be recruited to lead the BPIO and the Project as a whole. He or she should be responsible for ensuring that the annual work plans approved by the PMC are implemented effectively. The Project Manager should supervise, guide and support Project staff, ensuring consistent Project policies, strategies and methodologies. Financial reporting and impact assessment should be channeled to the Project Manager for consolidation into reports for the UN system, the Government of Papua New Guinea and donors.

The BPIO would also have financial oversight of the Project as a whole to ensure adherence to the financial regulations of UNDP and UNOPS including responsibility for budget allocations to the Project. Allocations for each Region would be made on the basis of the following criteria:

- Economic potential. Areas should be selected which have the greatest potential impact on the economic growth of Bougainville as a whole.
- Need. Those areas in greatest need and facing the most difficulty in returning to normal should be selected.
- Equity. While being consistent, to the extent possible, with other criteria, an equitable balance of investment should be maintained across Bougainville.
- Numbers of returnees. Areas which have the greatest actual or potential numbers of returnees should receive priority consideration for intervention.
- Level of participation by beneficiaries. Areas in which potential beneficiaries show the greatest willingness to contribute to their own economic well-being should be given preference.

The BPIO would act as a provider of common services for the Project at Provincial level for all project activities. This would include:

- the procurement of goods and services for use in Project activities from sources normally within Bougainville, and, where they are not available from local sources, outside Bougainville;
- accounting functions; and
- management and administration for the Project as a whole.

The BPIO should provide common services to other agencies, including UN agencies, working in Bougainville to avoid the duplication of effort which sometimes occurs when a number of entities independently carry out sectoral activities under a single Programme.

The BPIO should be responsible for activities which are generally on a larger scale and more costly than those undertaken at Regional level. They may, for example, include the Bougainville programme of a single specialized UN agency such as UNICEF or WHO, which is to be carried out under the umbrella of the UN Project as a whole, and requiring its coordination with other activities by the AMCs and the PMC. Alternatively, it may involve the strengthening of a government department through the provision of equipment or technical assistance.

Subject to a request from the Government, a third category would involve the provision of an administrative framework for special activities in the project. Such activities could be implemented under a stand-alone project but their inclusion under a single Project would be of benefit both as regards its interaction with other activities in the sector in question and to make economies through the use of common services.

The Project Manager should be assisted by sectoral experts in a number of fields, including agriculture and engineering, recruited from among Bougainvilleans wherever possible. The team should be reinforced as necessary as the Project expands and use made of UN Volunteers where appropriate. The team should be completed by an administrative officer and support staff.

The Project should also employ short-term consultants to be attached to the BPIO as required and specifically to design a monitoring and evaluation system.

The three Regional Project Implementation Offices (RPIOs) covering the north, central and southern regions of Bougainville should be based in Buka, Arawa and Tonu respectively. The Arawa regional office should operate from the same premises as the BPIO and share staff to the extent possible.

Close relationships would be maintained with Local Administrations so they may coordinate the activities of the RPIO with those implemented directly by departments within the Districts. Technical expertise available to the Project should be used to train district personnel and upgrade their implementation capacity.

The RPIO should work with community groups to assist communities in identifying, formulating and implementing sub-projects. Where necessary, the RPIO would have access to technical expertise from the headquarters implementation unit or short-term consultants using the resources of the UN system. They would provide advice on or training in specialized technical matters beyond the competence of the RPIO or local personnel.

6.4 Project Implementation

On the basis of an approved plan, the RPIO would enter into agreements or contracts with implementing partners to carry out the Project's activities. In addition, subject to agreement of the parties concerned, some initial activities should be implemented before the work-plans are finalized in order to meet urgent needs and maintain the credibility of the Project during the planning phase. Wherever possible, the fullest use would be made of local capacities in the selection of implementing partners or agents. These should include village communities, women and youth groups, NGOs, churches, and departments of the District Administration as well as private sector contractors.

Project Proposals

Summary

| TITLE | US\$ |
|--|------------|
| Social Rehabilitation | |
| Development of a Social, Psychological and Spiritual Rehabilitation Training Package | 400,000* |
| Demobilization and Reintegration of ex-combatants | 2,000,000* |
| Documentation of Bougainville's Technical Achievements During the Blockade | 84,000 |
| Resettlement of Displaced Populations | 2,000,000* |
| Community Development Support for Non-Displaced Persons | 400,000 |
| NGO & CBOs Capacity Building and Programme Support | 250,000 |
| Infrastructure and Employment | |
| Road Repair and Reconstruction | 3,400,000 |
| Bougainville Youth Development | 1,800,000* |
| Youth Work Teams for Village Reconstruction | 550,000 |
| Education | |
| Trauma Counselling of Secondary & Primary Teachers | 75,000 |
| Assessment of Manpower Needs for Teachers | 150,000 |
| Vocational Secondary Schools Centres | 800,000 |
| Mabiri High School & Information Centre | 1,600,000 |
| Agriculture | |
| Supplementary Tool Kits | 323,000* |
| Credit | 4,500,000* |
| Cocoa Seedlings | 2,500,000* |
| Cocoa and Coconut Extension Services | 1,500,000* |
| Livestock | 485,000 |
| Coastal Fisheries | 2,000,000 |
| Agricultural Diversification | 1,500,000* |
| Processing of Primary Products | 300,000 |
| Resolution of Plantation Ownership | 500,000 |
| Health | |
| Ferrocement Rainwater Catchment Systems | 390,000 |
| Bougainville Health Aid Post Rehabilitation and Outfitting | 480,000 |
| Expanded Programme on Immunization | 300,000 |
| Intensified Malaria Control Programme | 200,000 |
| Control of Diarrhoeal Disease Programme | 50,000 |
| Maternal Health Care and Safe Motherhood | 500,000 |
| Tuberculosis and Leprosy Control Programme | 150,000 |
| Control of Acute Respiratory Infection Programme | 100,000 |

| | |
|--|-----------|
| Strengthening the Capacity of Division of Health to Deliver an STD/HIV/AIDS Programme | 1,000,000 |
| Women and Family | |
| Capacity Building for Provincial and District Councils of Women (Administrative) | 200,000* |
| Micro-Credit Scheme for Women | 400,000* |
| Capacity Building for the Provincial and District Councils of Women(Technical/Educational) | 300,000 |

*Programmes marked with an asterisk are partially covered by the UNDP Project (PNG/98/002)

| | |
|--|------------------------------|
| Sector: Social Rehabilitation | Total Budget: US\$400,000 |
| Title: Development of a Social Rehabilitation Training Package | |

Background.

The crisis has brought about behaviours, attitudes and values which are not conducive to community harmony. It has also created a host of socio-psychological problems, such as psychological dislocation, trauma and distress, grieving and loss of loved ones, the war zone mentality, pay back and estrangement, for which healing is needed. There is also the need for increased understanding about peace and its linkage to broader aspects of social, economic and political development.

Justification

Individuals, families, communities and Bougainville society as a whole need to be assisted to heal from the wounds inflicted by the crisis. Failure to facilitate the healing process will lead to continued instability at all levels.

Development Objective

Contribute to the overall social and economic rehabilitation and reconstruction of Bougainville through the rehabilitation of affected individuals, families and communities.

Immediate Objective

To develop a training package on social, psychological and spiritual rehabilitation for use by NGOs, CBOs and churches in the implementation of the various social rehabilitation programs addressing individual, family and community healing.

Components

- Peace education
- Conflict Resolution & Mediation
- Psychological Counselling
- Religious Counselling
- Training skills

Management and Implementation

To be managed by selected NGOs through an agreement with the UN Programme Office.

Budget and Duration

The project is expected to last for four years at a cost of US\$100,000 per year.

| | |
|--|--------------------------------|
| Sector : Social Rehabilitation | Total Budget: US\$2,000,000 |
| Title: Demobilization and Reintegration of ex-combatants | |

Background

Various attempts in achieving peace throughout the nine years has shown that peace may not be achieved unless the ex-combatants are demobilized. The bulk of the combatants for both the BRA and the Resistance Forces are young and uneducated. They may find it difficult to return to normal life if they are left to their own devices. During the current truce period, there are reports of increased law and order problems as these youths find themselves without a defined social role in the community.

Justification.

Normality will not be restored unless the two groups of ex-combatants receive specific and systematic help in demobilizing and reintegrating into normal community life. The UN Rehabilitation and Reconstruction Programme as a whole is designed to provide employment for youths, but they must be assisted to make the transition from combatant to civilian.

Development Objective

The rehabilitation and reintegration of youth.

Immediate objective

To establish a demobilization process and its supporting infrastructure.

Components

- Establishment of a demobilization infrastructure, including staffing and premises;
- Design and implementation of demobilization courses
- Provision of basic needs for the short term.
- Management and implementation.

Management and Implementation

To be managed and implemented by NGOs with appropriate experience through the UN Programme implementation structure.

| | |
|---|------------------------------|
| Sector: Social Rehabilitation | Total Budget: US\$ 84,000 |
| Title: Documentation of Bougainville's Technical Achievements During the Blockade | |

Background

The Bougainville Revolutionary Army (BRA) fought for eight years from 1989 to 1997. The stories of achievements in self-reliant infrastructure development by those isolated by the blockade during the conflict need to be told. This proposal envisions a skilled scientist/researcher and journalist team engaged for six months to one year to document specific examples of successful technical innovations – and the shift in philosophy that enabled their development to occur. Examples range from micro hydro-electric power generation and alternative fuels production to organic farming and traditional medicines.

Justification

Talented and determined people were involved in opposing an arguably ineffective government system and a questionable exploitation of Bougainville's mineral resources. They were not solely engaged in making war. If the reconciliation process is to succeed it must not discount the BRA/BIG experience as having no valid products. Technical, educational, social and philosophical advances – very much in line with Papua New Guinea constitutional Directive Principals, including integral human development – were achieved. Their documentation to the general public will help enable a sense of pride and self-worth for former combatants and help restore respect for them in the eyes of all others. Useful and proven technologies for use in Bougainville and elsewhere in Papua New Guinea may also emerge.

Development objective

The proposal aims to support the reintegration of formerly isolated members of the BRA society.

Activities/Components

- Field research and identification of technical achievements.
- Scientific evaluation and selection for documentation.
- Documentation them in print and on video or film in professional presentations.

Immediate objective

The research and documentation will engage a number of local persons together with the professional researcher and a journalist team.

Budget

A professional scientific researcher and professional print and film or video journalist will be required for an estimated 18 worker-months. Recruitment locally of the researcher and journalists (or internationally if required) is anticipated. Local support staff and expenses are included in the overall estimate of K130,000. (US\$84,000).

Duration

Six months to one year including final editing and delivery of print and film documents.

| | |
|--|--------------------------------|
| Sector: Social Rehabilitation | Total Budget: US\$2,000,000 |
| Title: Resettlement of Displaced Populations | |

Background

As of 23 August 1997, over 50,000 persons were displaced into Care Centres with many more into the bush. With genuine peace imminent, there is an urgent need to assist displaced populations to resettle back in their natural villages. Some effort has already been made by AusAID via Red Cross in the area. These efforts, however, are not enough to meet the needs of the displaced populations. Interviews at Care Centres seem to suggest that the level of assistance has not satisfactorily met the level of need even within single families.

Justification

The ability of displaced populations to fend for themselves has been drastically reduced by the conflict and the breakdown of social and economic services and infrastructure.

Development Objective

To contribute towards the overall rehabilitation and reconstruction of Bougainville.

Immediate Objective

To help individuals and families resettle back into their villages and go about their normal daily lives.

Components

Resettlement of displaced populations would consist of the following components:

- Peace and Reconciliation Ceremonies
- Materials and supplies support (housing, food and clothing)
- Social and Economic services and Infrastructure

Management and Implementation

The project should be managed and implemented by an organisation, such as the Red Cross, with the capacity to implement such a project given the geographic spread and the size of the target population. It could also be implemented by several NGOs, each focusing on a particular geographic area or district. However a high level of coordination and partnership will be required with other agencies engaged in such areas as peace and reconciliation ceremonies, social and economic services and infrastructure.

Budget and Duration

The project will last four years with a budget of US\$500,000 per annum. The project will need to be linked to programmes and activities in other sectors such as the agriculture, education, health and employment sector.

| | |
|--|------------------------------|
| Sector: Social Rehabilitation | Total Budget: US\$400,000 |
| Title: Community Development Support for Non-Displaced Populations | |

Background

The majority of Bougainville populations have been displaced at some time during the crisis, into the Care Centres or into the bush. A small population across Bougainville, such as the Korikunu and Rataiku communities of Siuwai, the Tung community of West Coast Buka, the Atolls and the Paruparu community near Panguna, have remained in their villages throughout the nine years of the crisis. Nevertheless, these communities have also suffered, whether as a result of the loss of social, economic and physical infrastructure due to the blanket economic blockade, or as a result of localised conflicts, or as a result of waves of refugees who have sought refuge in these non-displaced communities.

Justification

All communities throughout Bougainville have been affected by the crisis. While displaced populations in Care Centres and in the bush will receive special attention through the resettlement, and demobilization and reintegration projects, it is also important to offer support to non-displaced communities. Even the populations who did not leave their villages have suffered the loss of social and economic independence and the loss of infrastructural systems. Non-displaced populations therefore also need to be assisted through small community development activities which would address a particular need of the community.

Development Objectives

To contribute to the rehabilitation of employment and income-generating opportunities at the community level.

Immediate Objective

To assist non-displaced populations regain their social and economic self-reliance through community development projects.

Components

- Community planning, implementation and management of community development projects as determined by each of the non-displaced communities.
- micro credit

Management and Implementation

To be managed and implemented by relevant NGOs.

Budget and Duration

The project will last four years with a budget of US\$100,000 per year and should be administered by a Bougainvillean NGO. The NGO and CBO Capacity Building project should facilitate the implementation of this project.

| | |
|--|------------------------------|
| Sector: Social Rehabilitation | Total Budget: US\$250,000 |
| Title: NGOs and CBOs Capacity Building and Programme Support | |

Background

NGOs, CBOs and Churches are implementing various social rehabilitation activities despite resource and capacity constraints. Very few of these organizations have the necessary institutional and financial capacity to effectively address the social rehabilitation needs brought about by the crisis.

Justification

NGOs, CBOs and churches are currently carrying out the bulk of social rehabilitation activities. They have already established networks and linkages which can effectively reach out to the bulk of the population. Given the political sensitivity associated with the delivery of services and development, NGOs are better placed to deliver social rehabilitation in a manner that accords sensitivity to the different groupings. NGOs can also be cost effective in delivering programmes.

Development Objective

To contribute to the overall social and economic rehabilitation and reconstruction of Bougainville.

Immediate Objective

- To strengthen the capacity of NGOs and CBOs currently operating in Bougainville in order to effectively initiate and deliver social rehabilitation programmes.
- To provide financial support for NGO and CBO rehabilitation programmes and activities.

Components

The capacity of NGOs and CBOs or organisations will need to be strengthened in the following areas:

- Institutional Strengthening (Office Infrastructure & Staffing)
- Establishing and sustaining NGO coordinating mechanism
- Development of skills relevant to the various social rehabilitation programmes and activities
- Design and Development of Curriculum and Training Materials for various social rehabilitation programmes
- Programme Planning, Implement and Management
- Leadership and Training skills
- Participatory Community Planning skills
- Financial assistance
- Reporting and Documentation
- Financial Support of programmes and activities

Management and Implementation

To be managed and implemented by an NGO through the UN Programme structure.

Budget and Duration

The project will last four years with a total budget of US\$250,000.

| | |
|---------------------------------------|--------------------------------|
| Sector: Infrastructure Development | Total Budget: US\$3,400,000 |
| Title: Road Repair and Reconstruction | |

Background

The crisis in Bougainville over the last nine years has resulted in a major deterioration of the infra-structure and services in Bougainville with many buildings destroyed or in urgent need of repair, and restoration and maintenance needed on roads, wharves and airports.

Justification

Access and transport are prerequisites for the return of economic activity and normality across Bougainville. Repair and maintenance of main roads and improved feeder roads.

Development Objective

The restoration of employment and income-generating capacities by providing districts and villages with better access to markets and other districts.

Immediate Objective

To improve main roads, reconstruct bridges and culverts and provide access and feeder roads on Bougainville.

Activities

- Reconstruction of damaged river crossings on the main trunk road and other routine maintenance.
- Rehabilitation of the West Coast Road and improving the Buka East Coast Road;
- Restoration of provincial and feeder roads;
- Clearance of sunken vessel at Kieta and reconstruction of the wharf's support facilities.

The construction of two wharves in Southern Bougainville at Kangu Beach and Managota is being considered by AusAID and is not included under this project.

Components

Construction programmes should be labour intensive wherever possible and local communities must be assisted to bid for and undertake civil works contracts. There should also be some provisions for training and skill development for contracting groups. The infrastructure strategy envisages engagement of local contractors and the use of local unskilled labour for major works programmes.

Management and Implementation.

Project implementation should be coordinated through the UNDP implementation mechanism in consultation with all relevant parties.

Budget/Duration

The project will last four years with a budget of US\$ 3.4 million. The project could be broken down into a number of different elements once a technical assessment and detailed costing of requirements has been completed.

| | |
|---|--------------------------------|
| Sector: Employment Development | Total Budget: US\$1,800,000 |
| Title: Bougainville Youth Development Project | |

Background

One of the major issues identified during the Mission's meetings was the need to develop specific programmes to assist the large number of young people throughout Bougainville. The areas of concern included education, basic literacy, technical training, the need for employment-generating opportunities including local reconstruction and maintenance of schools, villages and hospitals and health clinics as well as larger public works programs and small business opportunities.

Justification

A Bougainville-wide strategy is needed to place special focus on the needs of youth and to ensure that specific assistance will be available to meet their needs. It would provide a basis for establishing stronger links between education, training and employment for young people.

Development Objective

The rehabilitation and reintegration of youth and the restoration of employment and income generating.

Immediate Objective

To provide jobs and work-related training for youths

Activities/Components

Elements of the project would include:

- Access to education for those youths needing to return to full-time school;
- Technical training, with emphasis on short courses to provide work skills;
- Support in establishing small business teams e.g. chain saw and construction teams using bush materials;
- Programmes combining literacy education with work opportunities;
- Coordination with local community development and youth organisation activities aimed specifically at youth;
- Coordination and supply of youths to work on major infrastructure projects and local sector specific activities in agriculture, rebuilding and maintenance work in schools and health facilities and village reconstruction.

Management and Implementation.

The project would be implemented through the UN Programme implementation mechanism, in consultation with BTG and Area Management Committees.

Budget/Duration

The project would last for 4 years with a budget of \$1,800,000.

| | |
|--|------------------------------|
| Sector: Employment Development | Total Budget: US\$550,000 |
| Title: Youth Work Teams for Village Reconstruction Project | |

Background

One of the major issues facing people living in care centres is the need to rebuild their villages before they can leave the Care Centres. Many villages have been destroyed and some families are beginning to visit their villages to re-establish garden plots and assess the damage.

Justification

There is a mood of optimism that the peace process will result in a lasting settlement and most people in care centres are very keen to return to their villages as soon as possible. However, they lack basic tools, equipment and materials. At the same time many young people are now looking for work and are keen to find employment. Many district and village representatives saw this as an excellent opportunity to create employment opportunities for young people at the same time as accelerating the return of people to village life.

Development Objective

The rehabilitation and reintegration of youth and the restoration of employment and income generating opportunities.

Immediate Objective

To provide jobs and work related training for youths and re-establish village houses.

Activities/Components

- Provision of tools and equipment kits including chain saw and controller, petrol/oil, electric saw plane and sander, small generator, nails and screws
- Reconstruction of villages;
- Repairs and maintenance of village/district health and school facilities;
- Cutting and dressing of timber.

Management and Implementation.

The Project would be implemented through the UN Programme implementation mechanism. The project would last 2 years with a budget of US\$550,000.

| | |
|---|-----------------------------|
| Sector: Education | Total Budget: US\$75,000 |
| Title: Training in Trauma Counselling of Secondary and Primary Teachers | |

Background

Since 1995 mature-age students have sought entry (or will seek entry) at every level of the formal education system. After active involvement in the war, return to school where they are side by side with students of normal age, facing adjustment to regular school routine and a curriculum geared for those of a younger age, and responsible to teachers who may have been on opposite sides during the crisis, is a difficult transition for these older students.

There has been growing concern expressed by teachers, and also emphasised by educational personnel among the churches of the need for a programme of trauma-counselling skills for teachers to help them in guiding and counselling students who continue to suffer from the effects of trauma through death, violence, displacement and loss. Although trauma counselling programmes through in-service training have been conducted in selected high schools, there is a pressing need for a more widespread programme throughout all the districts.

Development Objectives

The rehabilitation and reintegration of youth into society is a major objective of the mission. The mission recognises that many children and youth have been traumatised by the conflict.

Immediate Objectives

The immediate objectives are the in-service training of selected high school teachers in the skills of trauma counselling. This should be extended to primary school teachers.

Components

- The selection of two highly experienced school teachers from Bougainville for special training in trauma counselling. Such teachers would have demonstrated their potential, interest and sensitivity to students' needs through the use of effective counselling skills in the school situation.
- The identification of an effective training programme for the teachers to acquire the skills of trauma counselling.
- Assistance in devising an in-service programme in the high schools, vocational centres and CODE centres. Eventually the community and primary schools will be included in the programme.

Management and Implementation

A consultant would be engaged through the Programme to assist the trauma counselling team in their programming and to undertake any necessary liaison function with the National Department of Education.

Budget

The budget would cover the funding of the appropriate trauma counselling course (which will most probably be outside of Papua New Guinea), travel costs to the secondary schools and other educational institutions, costs for materials used in the in-service, and the consultant's fees. The total cost is estimated at US\$75,000.

Duration

This program should continue for at least four years.

| | |
|--|------------------------------|
| Sector: Education | Total Budget: US\$150,000 |
| Title: Assessment of Staffing Needs for Teachers (Recruitment, In-Service Training and Upgrading) | |

Background

The most basic problem is the extreme shortage of trained teachers throughout the districts on Bougainville. To date there have been no returnees from the mainland, there are no teachers from other parts of Papua New Guinea and there are not enough teachers' college graduates coming through the system. At this time it is not realistic to have primary school teachers from other districts because of security reasons, and there is therefore a need to fall back on the human resources within each district. The vocational secondary schools cannot open without adequate staffing. Information for planning purposes, devising of programmes for in-service training, including multi-grade teaching, recruitment, and seeking opportunities for the upgrading of teachers are major needs for the province and for the districts. This applies to all levels of the education system.

Development Objectives

The rehabilitation of services in education and reintegration of youth into society are major objectives of the project

Immediate Objectives

To strengthen the capacity of the teachers to meet the demands of increasing numbers of students and to provide quality education.

Components

- The conduct of a staffing survey of both districts and province.
- The devising of strategies to recruit teachers and graduates and to rationalise the usage of teaching staff to best serve the needs of each district and the province as a whole.
- The arrangement of multi-grade teaching or other forms of in-service training to meet the needs created by the increase in mature-age students.
- The investigation of viable ways of upgrading teachers, particularly those without professional teaching qualifications.
- The preparation of a plan to implement the outcomes of the project.

Management and Implementation

The donor agency would provide a consultant to organise the components of the project, to liaise with Bougainvillean authorities and educational personnel, and to undertake any necessary liaison function with the National Department of Education.

Budget

The budget would cover the appointment of an educational planner and provide the necessary equipment. The total cost is estimated at US\$150,000.

Duration

The project should be completed within 6 - 12 months.

| | |
|---|------------------------------|
| Sector: Education | Total Budget: US\$800,000 |
| Title: Vocational Secondary Schools Centres | |

Background

Under the new system of the Educational Reform, the Specialised Training Centres are to be replaced by Vocational Secondary Schools. These institutions are essential in providing relevant educational opportunities for school leavers, and as an alternative to the more academic curriculum, especially for mature-age students. Courses should be geared to providing skills for young men and women appropriate for small-scale business, agricultural and fishing industries. Besides regular curriculum, provision should also be made for short term courses for those without the academic requirements for full-time courses.

To date none of these have been started, although a co-educational institution at Talena is being planned for 1999 by AusAID funding. Other schools at Tinputz (1999), Kieta, and Buin are yet to be planned and funded. The Marist Brothers have begun a Rural Education Centre at Burunoiui on Buka.

It is of the utmost importance that these schools be restored, restocked and re-opened as soon as possible. The longer the school children and the adults (through short-term courses) are denied access to these schools, the more the situation of lack of skills training for employment opportunities is going to be exacerbated. These institutions are essential in providing relevant educational opportunities for school leavers, and as a viable alternative to a more formal curriculum especially for mature-age students.

Development Objectives

Major Mission objectives are the rehabilitation and reintegration of youth into society.

Immediate Objectives

To restore, restock and re-open at least two of these vocational centres to provide for youth from the various districts as soon as possible. Special emphasis be given to vocational training and adult education.

Components

- Physical rehabilitation of school infrastructure.
- Design of curricula with emphasis on short term programmes for adults.
- Procurement of equipment.

Management and Implementation

Because of the likely shortage of qualified Bougainvillean staff it may be necessary to provide qualified overseas staff at the beginning, with principles of localisation built into the term of the project.

Budget and Duration

Previous estimates were in the region of US\$400,000 for each of the two schools. The project should be completed within three years.

| | |
|--|----------------------------------|
| Sector: Education | Total Budget: US\$1.6 million |
| Title: Mabiri High School & Education Centre | |

Background

There is a large cohort of dysfunctional youths who have been in the bush living by the gun and with diminished respect for traditional authority. Few have completed their education and fewer have many usable skills. Unless youths are given a high priority in the rehabilitation process, they are at risk of becoming a major destabilizing influence to the peace process.

Development Objectives

To provide for the educational and social needs of youth so they may be rehabilitated and reintegrated into society.

Immediate Objectives

To provide for secondary education of those youths from the whole island whose education has been interrupted, and to provide vocational and skills training for youth.

Components

Rehabilitation and reconstruction of buildings at Mabiri. Development of a curriculum to meet the needs of the youths who are not suited to the standard high school curriculum. Procurement of schools equipment.

Management and Implementation

The Marist Brothers will manage and implement the project.

Budget

Mabiri has some buildings remaining which will need maintenance (such as two big general purpose buildings and two staff houses), while others are beyond repair. The cost of the High School will be 2 million Kina, and the Rural Education Centre will be K500,000 to cover infrastructure and some facilities. Costs can be reduced by cutting and using local timber.

Duration

The project will cover three to four years.

| | |
|--------------------------------|------------------------------|
| Sector: Agriculture | Total Budget: US\$323,000 |
| Title: Supplementary Tool Kits | |

Background

The Red Cross has distributed some 28,500 Family Kits to rural families. The mission met families who have not received and do not own a full set of agricultural hand tools. Many families have not had access to services for many years. In the more remote areas they do not have any money with which to purchase such necessities. Even if they do have money it will take time for trade stores to open and stock up. The BIG report that only a trickle of tools has reached families in areas controlled by them and that there is a severe deficit of such items.

Justification

For families in all areas it is important that they have the hand tools necessary for subsistence food production and re-establishment of their cash crop activities. Families in Care Centres and in areas remote from the major centres have little or no cash with which to purchase the basic necessary hand tools. Without these tools they can not return to a normal life.

Development Objectives

To ensure that all rural families have the basic tools necessary for working of their food and cash crop gardens.

Immediate Objectives

Distribution of a basic set of hand tools to families who either have not received a kit, or have inadequate tools for their needs and no funds with which to purchase them.

Components

The project would make available a set of tools to rural families not covered by previous Red Cross distributions. A tool kit would include an axe, bush knife, sarif, spade, plus pruning shears and cocoa hook as needed.

Management and Implementation

The Area Management Committee would be responsible for deciding which areas should receive the tool kits, which would be distributed by local NGOs..

Budget and Duration

Allowance is made for a total of 5,000 kits at an estimated cost of K100 each with a total project cost of K500,000 (US\$323,000). It is expected that distribution of these kits would take place before the middle of 1998.

| | |
|---------------------------|----------------------------------|
| Sector: Agriculture | Total Budget: US\$4.5 million |
| Title: Smallholder Credit | |

Background

The crisis has created an unprecedented situation. Prior to 1989 there were an estimated 19,000 smallholders in Bougainville dependent on income from some 30 million cocoa trees. The dry cocoa bean was processed in more than 1000 fermentaries. In 1997 it has been estimated as likely that only some 25% of these cocoa trees remain. In the Central and Southern districts in excess of 90% of the cocoa fermentaries have been destroyed.

All families are faced with the cost of purchasing cocoa seedlings. Capital will be required for rehabilitating and new cocoa fermentaries. Other rural enterprises will also be needing capital to start up or re-establish. These include transportation, retail and trade services and fishing.

Most families do not have the cash resources to finance the re-establishment of their income generating exercises. Credit is available for larger items, but not available for small items. There is no island-wide banking service. The Rural Development Bank of PNG (RDB) has a branch in Buka, and would presumably open up again in Arawa in due course. Although the bank is willing to lend, their procedures are seen by many farmers as cumbersome and too difficult.

Families who have some remaining assets or capital will be able to borrow from the RDB for larger items such as cocoa fermentaries. The RDB is unsuited however to meet the needs of most of the Bougainville population. Purchase of materials to restore a partially damaged cocoa fermentary might cost K500. To purchase 1200 cocoa seedlings at the regular CCRI price would be K420, or with the subsidy K180. Credit is not currently available for small amounts of this magnitude.

During 1997 the Division of Economic Services in Buka has been examining the concept of a Bougainville micro savings and credit scheme. Technical assistance and advice was requested from the Bank of Papua New Guinea and in response representatives of the PNG Federation of Savings and Loan Societies and the Credit Union Foundation of Australia visited Buka. Two workshops have been held attended by a cross section of people from BTG agencies, church groups, the Women's Micro Credit Project (supported by EU) and private individuals from all districts. A third workshop is being held in December 1997. The aim is to establish a small savings and credit scheme to be named Bougainville Haus Moni (Bougainville Money House). As a result of the first two workshops it has been decided to move slowly, working up from the grass roots level. A strong emphasis is to be placed on community and member education and awareness. Officers from Economic Services have attended a training course held by the Credit Union Foundation of Australia and by the Lutheran Development Service in Morobe. It is proposed to launch with the establishment of

pilot micro savings and credit facilities in seven districts in 1998. Steps towards this including training at district level will be discussed at the December workshop.

The Bougainville credit situation thus can be summarised as follows. For larger loans, and for families with a sound asset backing, finance can be obtained from the RDB. BTG, with technical assistance from two specialised NGOs, is moving towards the establishment of a village-based micro savings and training and starting off in a very small way with one facility proposed for each of seven districts as a learning and demonstration exercise.

If it is assumed that all families in Care Centres return to their homes during 1998, and that cocoa seedlings will have to be bought (i.e. not provided free as a grant) there will be an immediate need for small credits of less than K500 which neither the RDB nor the nascent Bougainville Haus Moni will be able to provide.

Justification

The requirement for small amounts of production-related credit is not being met by present banking services. The movement towards a village-based micro savings and credit system is proceeding slowly and in the long term promises to meet this need. In the meantime, the immediate needs for small loans to assist rural families to return to their normal economic activities cannot be met. There is a need for a project to meet the special needs created by the crisis and to allow rural households to start generating income again.

Development Objectives

The restoration of employment and income-generating capacities. The project will seek to provide adequate and timely credit specially designed to meet the restoration and rehabilitation needs of rural income generating enterprises. At the same time the project will assist in the orderly development and training of micro savings and credit system personnel at all levels so that Bougainville Haus Moni can, within the medium term, be a viable provider of district banking services.

Immediate Objectives

The immediate objective is the design and implementation of an over-all credit strategy which will meet the immediate demands of Bougainville through the restoration and rehabilitation period, and which will serve as a sound foundation for future district and village level banking services.

Components

Components would include design of a master strategy, training, personnel, office facilities, vehicles, seed capital, operating costs. The timely provision of cocoa seedlings is of vital importance to the restoration of the Bougainville economy, and is likely to be one of the major credit needs. It could be that a credit project should be tied to a support for CCRI and/or commercial nurseries to ensure a reliable supply of seedlings as well as provision of extension services.

Management and Implementation

BTG Division of Economic Services has commendably initiated the community dialogue and training which has taken place to date and would presumably continue to play a role. The exact way in which a special restoration and credit development project might be organised and implemented is a matter for further consideration and decision.

Budget and Duration

A five-year period would be appropriate for the project. Economic Services has drafted a proposed micro credit project with a total cost of K1.13 million (US\$729,000) over five years. While some credit will be supplied for larger loans from the RDB, this is unlikely to be adequate to meet the demand.

Over the next five years it is estimated that some 17 million cocoa seedlings will have to be planted. This could require a credit demand of between four and five million Kina – just for cocoa replanting.

| | |
|------------------------|----------------------------------|
| Sector: Agriculture | Total Budget: US\$2.5 million |
| Title: Cocoa Seedlings | |

Background

Bougainville was in the process of upgrading the 30 million smallholder cocoa trees to higher yielding disease resistant strains when the crisis started in 1989. Since that time a possible 22 million trees could have been destroyed or passed their economic lifespan. An average smallholder has around 2 ha of cocoa trees and can easily clear this area to prepare for replanting of cocoa. All growers are keen to re-establish their cocoa gardens so as to start generating an income. This means that there will be a strong demand for cocoa seedlings within the first year of peace.

Existing trees will all need to be replaced within the next five years. This means that within that time there will be a need for a minimum of 30 million new cocoa trees just to restore the pre-1989 numbers. The immediate need is for replanting of an estimated 17 million trees.

Justification

Cocoa is the major source of rural income in Bougainville. Quick restoration of this important crop is imperative for wellbeing of the whole Bougainville community

Development Objectives

The restoration of employment and income-generating capacities. The distribution of the best available cocoa seedlings to growers so as to ensure maximum cocoa and income in the years to come.

Immediate Objectives

Support to the Cocoa and Coconut Research Institute (CCRI) in re-commissioning Kirwan Cocoa Plant Breeding Station, the supply of top quality seeds to nurseries and the provision of quality bud grafting material.

Components

An immediate increase in the production of improved cocoa seeds. Funding to examine the CCRI Duncan Cocoa Station at Mabiri to determine costs for restoration. Speedy production of grafting material from Dunca, to be followed by seed production.

Management and Implementation

The project would be managed by CCRI and by CCEA through agreements with the UN Programme office (BPIO).

Budget and Duration

The project would last for five years and have a total cost of US\$2.5 million.

| | |
|---|----------------------------------|
| Sector: Agriculture | Total Budget: US\$1.5 million |
| Title: Cocoa and Coconut Extension Services | |

Background

All extension work was formerly carried out by the Economic Services. Numbers and budget have been depleted in recent years. BTG, following PNG policy, has moved the responsibility for coconut and cocoa extension to the CCRI who have created the Cocoa and Coconut Extension Agency (CCEA). The aim is to create a more specialised and tightly focussed extension service with the shortest line between research and the growers. This in itself is a major undertaking. In the context of Bougainville, with an immediate demand for replanting of some 17 million cocoa trees, a workforce of young men who have never tended cocoa because of the crisis, and the planned introduction of new grafting technique; a special effort is called for.

Justification

The extraordinary demands which will be placed upon the CCRI and CCEA during the Bougainville reconstruction period will be beyond normal budgetary capacity.

Development Objectives

The restoration of services. To ensure that an adequate extension service is in place for the period of time needed for rehabilitation and restoration of cocoa and copra production to pre 1989 levels in Bougainville in the interest of income generation.

Immediate Objectives

Planned recruitment and training of field extension officers who will advise farmers on new grafting techniques, planting of cocoa seedlings, appraise credit applications and supervise credit usage.

Management and Implementation

The project would be managed by the CCEA through an agreement with the UN Programme Office (BPIO).

Budget and Duration

The project would run for a period of four years by which time the bulk of cocoa planting will have been achieved. An indicative cost over a four year period would be US\$1.5 million.

| | |
|---|------------------------------|
| Sector: Agriculture | Total Budget: US\$485,000 |
| Title: Rehabilitation of Livestock Production | |

Background

Pigs and poultry have traditionally been important in both the diet and cultural traditions on Bougainville. In recent times ducks also have become popular. The extraordinary events of the past nine years have reduced livestock and poultry numbers and as a consequence dietary protein intake. Livestock and poultry production is carried out on a low cost minimal input semi-scavenging model that is suited to the life style and farming systems practised.

Justification

Restoration of livestock and poultry numbers is necessary to bring protein consumption back up to pre-crisis levels.

Development Objectives

The restoration of employment and income generating capacities. To improve productivity of poultry and livestock and to raise community protein intake levels.

Immediate Objectives

Supply of improved pig breeding stock and improved fertile eggs for hatching by kerosene heated incubators.

Management and Implementation

The project would be implemented by Economic Services in each District, through an agreement with the UN Project.

Budget and Duration

The project would be suitable for a four year period at an estimated cost of US\$485,000.

| | |
|--------------------------|--------------------------------|
| Sector: Agriculture | Total Budget: US\$2 million |
| Title: Coastal Fisheries | |

Background

Prior to the crisis fish played an important nutritional role. To assist small fishermen and to ensure better quality, the Division of Economic Services had previously set up six coastal fishery centres, each consisting of an ice-making plant, a chiller and a freezer. Assistance was also given in the marketing of fish. All of these facilities have been destroyed, as have been the majority of boats. There is therefore a need for boats, fishing gear, ice-making plants and refrigerated storage, in order to ensure the re-supply of fish for the local populace.

Justification

For a majority of the population the crisis has resulted in a reduced intake of protein. Re-development of the coastal fisheries would allow protein intake to be improved as well as generate income and employment for a significant number of people.

Development Objectives

The restoration of employment and income-generating capacities. To develop coastal inshore fisheries and ensure a regular supply of dietary protein.

Immediate Objectives

Establish ice-making and refrigeration plants, employ specialist staff, facilitate credit for private individuals or groups to purchase boats and gear.

Components

Formulation of a coastal fisheries development programme, consisting of shore facilities, training for fishermen and development of marketing services.

Management and Implementation

The project would be implemented by Economic Services through an agreement with the UN Project.

Budget and Duration

The project would run for four years at a total cost of US\$2 million.

| | |
|-------------------------------------|----------------------------------|
| Sector: Agriculture | Total Budget: US\$1.5 million |
| Title: Agricultural Diversification | |

Background

Rural families in Bougainville are vulnerable because they are dependent upon two primary products, both of which are sold in the international markets as commodities. Should there be a serious coconut or cocoa disease outbreak, future livelihoods are at threat. Commodity markets are notoriously unstable and do not provide consistent high returns.

Justification

A diversification of agricultural production is desirable in order to lessen dependence of the Bougainville economy on cocoa and copra.

Development Objective

The improvement of employment and income-generating capacities. The objective is to broaden the base of agricultural production in Bougainville so as to make more effective use of the natural resources and lessen the vulnerability of farmers who are dependent on cyclical returns from two monocrops.

Immediate Objective

Small quantities of pepper have been grown on Bougainville for several decades. Vanilla is also suited to the soils and climatic conditions. Both of these crops can be grown on the trunks of cocoa shade trees, and are require low labour input. Nutmeg is also believed to be worthy of introduction. An immediate study is required to determine the long term farmgate prospects for these products. If financially attractive, steps will be taken to support introduction of these into the smallholder cash cropping system.

Components

Identification of markets and prices. If these are attractive, support for field introduction, including propagation, production of simple extension brochures, training of extension staff, and establishment of demonstration plots with village *didiman* (key farmers).

Management and Implementation

Planting material would be supplied from CCRI. It is presumed that Economic Services would be responsible for carrying out the field extension work.

Budget and Duration

The project would be suitable for a five-year duration at an estimated total cost of US\$1.5 million.

| | |
|---------------------------------------|------------------------------|
| Sector: Agriculture | Total Budget: US\$300,000 |
| Title: Processing of Primary Products | |

Background

There is a strong feeling amongst the majority of Bougainvilleans that they should be able to increase the returns from their produce and generate more employment by moving out of commodity markets, processing their produce and selling either ingredients for further manufacture elsewhere, or a finished consumer product.

Justification

There is a need to evaluate whether or not it can make economic sense to establish processing facilities on Bougainville. As the population builds up agricultural land will be fully utilised, primary production possibilities will diminish and it will be necessary to generate income from other activities.

Development Objectives

Expansion of employment and income-generating capacity. Adding value to Bougainville primary products.

Immediate Objective

To determine the technical, economic and financial feasibility of further processing of primary produce in Bougainville. As a first phase the feasibility of producing coconut oil would be examined. As a second phase other possibilities would be defined and evaluated.

Management and Implementation

Economic Services through an agreement with the BPIO.

Budget and Duration

The project would be suitable for a duration of two years at a total cost of US\$300,000.

| | |
|---|------------------------------|
| Sector: Agriculture | Total Budget: US\$500,000 |
| Title: Resolution of Plantation Ownership | |

Background

There are some 56 plantations on Bougainville with ownership spread amongst foreign, Mission, PNG, and (a minority) Bougainvillean entities. Foreign ownership of the plantations has become increasingly unacceptable with the passage of time and is one of the irritants woven into the fabric of the present crisis. There is near universal agreement that the plantations must in some way be returned to the traditional land owners. Many of the plantations had upgraded using borrowed money and it is believed that in excess of K31 million is outstanding in unpaid loans. Land ownership in Bougainville is traditionally matrilineal, and women have expressed concern that this tradition has been eroded by land negotiations with men only.

Justification

For restoration of primary production and in recognition of the true long-term traditional ownership of the land it is necessary to get all parties (plantation owners, banks, traditional land owners) together to agree on a process by which the situation can be resolved.

Development Objectives

The restoration of employment and income-generating capacities through return of plantation ownership to traditional land owners.

Immediate Objective

To get agreement from all parties on a process to which they will adhere and which will allow them to work through the issues with the objective of an equitable solution, such that ownership reverts to traditional ownership.

Components

As may be agreed upon by the concerned parties, *either* the employment of a consultant to define the issues and options, and to work with all parties to define the process which is to be followed, *or* the bringing together of all parties to agree upon the process to be followed to reach a solution. An adequate budget to facilitate the commencement of the process.

Management and Implementation

The UN Project with the participation of the Economic Services Division.

Budget and Duration

The project will last for a two years at a cost of some US\$500,000

| | |
|---|-------------------------------|
| Sector: Health | Total Budget: US\$ 390,000 |
| Title: Ferrocement Rainwater Catchment Systems For District Development | |

Background

This proposal envisions labour-intensive but 'proven-in-Bougainville' ferrocement construction methods to provide simple rainwater catchment tanks. Durable ferrocement is intended for its superior lifespan of up to 50 years and its good track record in Bougainville. The proposal is to complete the construction and installation of at least 50 water storage tanks of 10,000 litres capacity in each of the 8 districts of Bougainville. Participation in all districts including Nissan and the Atolls is envisaged.

Justification

Virtually all district and rural developments in Bougainville need water supply systems. Health facilities and small holder agriculture are examples. Rainfall is generally abundant and galvanized steel roofing suitable for rainwater collection is ubiquitous. A number of water tank construction methods are available, including several ferrocement water tank construction methods which proved popular before the crisis. The newest design has already been taught to health teams in Buka with more than one dozen new ferrocement 10,000 litre tanks installed as a result.

Development objectives

The project serves the restoration of services as well as the restoration of employment and income-generating capacities.

Immediate objective

The construction activities will engage existing basic labour carpentry and masonry skills creating employment while providing safe water for small businesses and domestic clients.

Activities/components

- Design and costing of package rainwater collection systems.
- Solicitation of clients, both public and private, with contributions by each made clear.
- Collection of client contributions and the procurement of local and imported materials.
- Recruitment and training of local labour in the required specialised skills.
- On-site construction of ferrocement water catchment tanks in co-operation with clients.

Budget:

| | |
|----------------------------|-----------|
| Total external support: | K 700,000 |
| Recommended local support: | K 200,000 |

A volunteer project manager with a strong technical background, recruited locally or abroad, will be required in each district. A project engineer will be recruited into the BPfO for Bougainville-wide management. Equipment, imported materials and vehicle purchases and volunteer and manager costs are included in the external budget of K700,000 (US\$ 390,000).

Duration

The start up phase in two districts will take 18 months. The main phase will include all 8 districts and carry on for an additional 36 months.

| | |
|---|-------------------------------|
| Sector: Health | Total Budget: US\$ 480,000 |
| Title: Bougainville Health Aid Post Rehabilitation and Outfitting | |

Background

Rural health services in Bougainville are supported at the 'grass roots level' by more than 140 aid posts. These simple facilities serve immediate health needs and relieve the burden on Bougainville's health centres and two temporary hospitals. The proposal envisions a labour-intensive rehabilitation of the aid posts including housing for the attending Aid Post Orderly (APO) or the Community Health Worker (CHW).

Justification

Emphasis on rural health facilities and the Primary Health Care approach is found throughout the Bougainville Health Plan for 1996 to 2000. The plan calls for functioning and equipped aid posts with APO/CHW housing help to ensure health workers are present in selected rural communities. Medications and treatment, and referrals to health centres are long-respected services provided by the APO/CHW. All aid posts are in need of at least some maintenance. All need basic equipment. Some should be replaced with new permanent timber structures.

Development objective

The proposal aims to ensure the rehabilitation of services in the priority health sector.

Immediate objectives

The construction and repair work will engage basic and existing carpentry and masonry skills creating employment. New or refurbished facilities, new equipment and housing will, very importantly, encourage the recruitment and retention of full time APOs/CHWs.

Activities/components

- Identification of aid posts to be rebuilt or restored and development of a restoration plan. Construction or restoration of 30 priority aid posts in Bougainville in each of the 8 districts including Nissan and Atolls district.
- Restored facilities will include, in most cases, a roof and tank rainwater catchment system to serve the aid post and the APO/CHW house, and at least two ventilated improved pit (VIP) latrines.
- Basic hardware like washing sinks, simple furniture and health care equipment (like weighing scales for both babies and children) which are appropriate even where hot water and electrical power is not available.

Budget:

Requirements include construction materials (local timber among them), equipment, local labour, transportation costs, locally recruited district project managers, and a locally or internationally recruited Bougainville-wide project manager.

| | | |
|---|--------|---------|
| • Unit cost per newly constructed facility (set required 30) | 15,000 | 450,000 |
| • Unit cost per refurbished existing facility (set required 40) | 5,000 | 200,000 |
| • Unit cost per outfitted facility (set required 140) | 1,500 | 10,000 |

| | | |
|-------------------------|----------------|---|
| Total external support: | (US\$ 480,000) | K |
| 860,000 | | |

| | | |
|----------------------------|--|---|
| Recommended local support: | | K |
| 240,000 | | |

Duration

The first phase in one district will take 12 months. The main phase will include all eight districts and carry on for an additional 36 months.

| | |
|---|-------------------------------|
| Sector: Health | Total Budget: US\$ 300,000 |
| Title: Expanded Programme on Immunization | |

Background

Mass immunization campaigns have been started only in 1994 and undertaken in 1996 and 1997. Much improvement had been seen in terms of coverage for the last three years but no assessment has been made in terms of establishing more regular services in health facilities at field level. It is presumed that most, if not all, district-based health facilities have no routine immunization services.

Justification

Although no major outbreaks of immunizable diseases have been reported for the last three years, it is anticipated that once normal conditions prevail in the province, the influx of more people to major population centres may increase possibilities of increased cases of immunizable diseases such as polio, diphtheria, pertussis (whooping cough) and neonatal tetanus. Continued support to the National Immunization Days is still seen as important strategy especially to mop-up missed opportunities from overage children and to reach those in inaccessible areas. The personal contact made during immunizations can also be used for implementing other child care interventions like growth monitoring and promotion.

Development Objective

The project is intended to address the special needs of children. The future of Bougainville province rests on the survival of its children before they reach the age of one year old and sustaining growth and development up to the age of five.

Immediate Objectives

- To increase immunization coverage in the entire province;
- To establish a cold chain management system;
- To organize routine immunization services;
- To upgrade health workers especially at village-level facilities of basic immunization skills and growth monitoring;
- To identify alternative immunization delivery mechanisms to reach the inaccessible areas; and
- To utilize contact with children and mothers during immunization for growth promotion and monitoring through proper weighing and growth monitoring.

Components

Logistic support :

- Provision of vaccines and needed equipment (vaccine carrier, cold box, needles, syringes, sterilizer);
- provision of vaccine refrigerators at strategic health facilities;
- provision of weighing scales and growth monitoring cards; and
- establishment of village weighing posts.

Capacity building :

- Provision of an immunization/cold chain/logistics expert for 6 to 12 months;
- organization of training programmes on basic immunization skills and cold chain management system; and
- provision of village-level training for mothers on growth monitoring and promotion.

Mass immunization campaign:

Organization of another National Immunization Days for 1998 and conduct of social mobilization and advocacy activities.

Planning and management :

Establishment of database information on at-risk population areas and establishment of village-based disease surveillance system and masterlisting.

Management and Implementation

The provincial health office shall be the overall coordinator of the immunization programme through the joint responsibility of the Family Health Services Coordinator and the Rural Health Services Coordinator. However, the main implementor of the programme will be the district health offices and the field units under each district under agreement with the APIOs.

Budget

The budget will cover mostly the cost of conducting the mass immunization campaign in 1998 which will incur transport and travel costs to be able to cover the entire province. The cost of vaccine and cold chain equipment will have to be computed not only for the mass campaign but for routine immunizations to be at least in place in major health facilities. The immunization/cold chain expert will be only provided initially for 6 to 12 months and may be extended depending on the progress of implementation.

Duration

Two years

| | |
|--|-------------------------------|
| Sector: Health | Total Budget: US\$ 200,000 |
| Title: Intensified Malaria Control Programme | |

Background

Malaria is the leading cause of morbidity in the province. Complications resulting from malaria infection have become leading causes of mortality in the province. Malnutrition especially among children has increased as a consequence of malaria. The swampy areas along the coastline have been ideal breeding and transmission places for malaria disease carrying mosquitoes. Several interventions have already been tried in the province but not in a comprehensive manner.

Development Objective

The project is aimed at the rehabilitation of basic health services. The focus of the project will be in endemic areas affected by armed conflict and in dense population areas such as the Care Centres.

Immediate Objectives

- To assess the overall malaria situation for a comprehensive and sustainable control programme;
- To review existing interventions and identify effective ones;
- To increase the capacity of health centre staff capacity in all operations related to malaria control;
- To provide the basic supplies and equipment; and to establish a village-level health education campaign.

Components

Logistic support:

- Provision of a malariologist for 6 to 12 months for technical assistance;
- provision of permethrin and mosquito nets; and provision of fogging machines and chemicals.

Capacity building:

- Provision of training to district-based health workers in all operations related to treating and re-treating mosquito nets, clinical case management of malaria, new treatment regimens, and disease surveillance; and establishment of village-level integrated area plans for control mechanisms.

Health education campaign:

- Development of village-based approaches in health education campaigns including cleaning up breeding sites and other activities related to environmental concerns.

Planning and management:

- Organization of disease surveillance systems and site planning mechanisms.

Management and Implementation

The provincial Health Office shall be the overall coordinator of all district activities, particularly with the joint responsibility of the Disease Control Officer and his Malaria Control Supervisor, and the Coordinator of Rural Health Services and Family Health Services. The district officers shall be the main implementors for the programme especially the village-level health workers. Village support is a key element to the success of the programme.

Budget

The budget will cover mostly the cost of supplies and equipment, the cost of consultancy for 6 to 12 months, training and training materials and printing of health education materials.

Duration

Two years

| | |
|--|------------------------------|
| Sector: Health | Total Budget: US\$ 50,000 |
| Title: Control of Diarrhoeal Disease Programme | |

Background/Justification

Several outbreaks of dysentery and dysentery-related gastroenteritis have been reported since 1993 up to the present. There is a high incidence of diarrhoeal diseases in the entire province due to poor village hygiene and sanitation, and unsafe sources of water. Although there is enough knowledge at village level on the use of coconut juice and other oral rehydration therapy sources, proper household case management is still wanting in most areas. Most at risk are infants and young children. Dehydration due to diarrhoea can be a cause of death.

Development Objective

The project is aimed at the rehabilitation of basic services in health. This project is directly related to interventions in water and sanitation.

Immediate Objectives

- To provide the supply of oral rehydration salt (ORS);
- To promote indigenous sources of oral rehydration therapy (ORT) including breastfeeding;
- To upgrade health workers' case management skills; and
- To increase health education activities for mothers and families on household case management for diarrhoea and environmental sanitation practices.

Components

Logistic support:

- Provision of ORS packets.

Capacity building:

- Provision of in-service training for health workers especially at district-based health facilities; and provision of training for mothers and family members on diarrhoea case management at home.

Research:

- Documentation of indigenous oral rehydration therapy techniques.

Health education activities:

- Production of appropriate health education materials on diarrhoeal disease control and environmental sanitation.

Management and Implementation

The provincial health office shall coordinate the implementation of the programme particularly the Disease Control Officer, the Family Health Services Coordinator, the Rural Health Services Coordinator and Provincial Health Inspector.

Budget

The budget will cover the cost of ORS, training and training materials, including printing of documentation reports.

Duration

One year

| | |
|---|-------------------------------|
| Sector: Health | Total Budget: US\$ 500,000 |
| Title: Maternal Health Care and Safe Motherhood | |

Background

Complications of childbirth have caused maternal mortality in the province. Most women develop obstetrical and gynaecological problems due to inadequate information on social hygiene and other reproductive health issues. It had also been reported that many mothers died during childbirth in the bush during the crisis. There are available trained village midwives and village healers assisting health workers in childbirth, aside from the tradition of older women in the family serving as the main attendants. Most district-based health facilities are not equipped to handle high-risk maternal cases and quick referral to the Sohamo Hospital is difficult due to communication and transport problems.

Development Objective

The project addresses the needs of women. The health of mothers and young girls is crucial to the survival of children.

Immediate Objectives

- To provide basic equipment and supplies for maternal health care at district-based health facilities, including family planning and reproductive health requirements;
- To upgrade the skills of health workers including village midwives and village healers especially in the early detection of high-risk pregnancies and reproductive health problems;
- To promote the use of home-based mothers record;
- To establish a village-level quick referral and emergency system;
- To promote tetanus toxoid immunization for pregnant women;
- To promote proper breastfeeding and weaning food preparation practices;
- To promote family planning methods;
- To develop appropriate health education materials for health workers and for mothers especially on sexual health, STD and HIV/AIDS;
- To improve ante-natal and post-natal care services; and
- To conduct female functional literacy classes.

Components

Logistic support:

- Provision of basic equipment and supplies like midwifery kits, MCH kits, MCH manuals, delivery tables, obstetrical instruments, etc.;
- provision of home-based mothers record;
- provision for vaccination supplies; and
- provision of family planning supplies and laboratory equipment for STD/HIV detection.

Capacity building:

- Provision of training on detection of high-risk pregnancies for health workers; and upgrading skills for sexual health cases and other reproductive health issues.

Health education activities:

- Development of appropriate village-level materials for mothers' classes involving maternal and child health care, reproductive health and family planning, and nutrition and food preparation; and
- organization of demonstration classes for food preparation.

Health infrastructure:

- Rehabilitation of health facilities at village level; upgrading of lying-in and maternity clinics; and
- establishment of village weighing posts.

Female functional literacy classes:

- Organization of literacy classes for illiterate women; conduct of literacy mapping;
- training of literacy facilitators; and
- development of appropriate teaching materials at village level.

Planning and management:

- Strengthening of the provincial health office for MCH concerns; and
- conduct of regular management workshops.

Budget

The budget covers the cost of basic supplies and equipment, minor repairs and rehabilitation of some health facilities to support maternal care, training and training materials and the development and printing costs of village-level education materials.

Duration

Three years

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|---|-------------------------------|
| Sector: Health | Total Budget: US\$ 150,000 |
| Title: Tuberculosis and Leprosy Control Programme | |

Background

There is a reported increase in tuberculosis and leprosy cases in the country. Leprosy cases are more endemic in the central part of Bougainville. As more people flock to relatively denser population areas, the risk of spreading the disease becomes higher. There is also the problem of lack of appreciation of the nature of the disease and knowledge of household case management of affected family members. Added to this is the difficulty of completing treatment due to inaccessibility of health facilities and inavailability of drugs.

Development Objective

The project is aimed at the rehabilitation of health services. The province already has existing multiple basic health concerns especially in terms of disease control and more emerging cases are adding to the concerns. However, tuberculosis and leprosy have to be given equal attention so as not to aggravate the situation.

Immediate Objectives

- To assess the extent of incidence of tuberculosis and leprosy cases;
- To provide basic supplies and equipment especially in laboratory examination and treatment;
- To upgrade health staff capacity for control and treatment;
- To provide village-level health education activities for family care; and
- To institute public awareness on the disease.

Components

Logistic support:

- Provision of medicines and laboratory equipment and supplies; and provision of TB/Leprosy expert for 6 to 12 months;

Capacity building:

- Provision of training for hospitals and health centre staff on examination and treatment procedures;

Social mobilization and advocacy activities:

- Development of appropriate village-level health education materials; and
- development of public information campaigns.

Research:

- Assessment of situation and existing programmes.

Planning and management:

- Identification of at-risk populations and mapping of endemic areas for effective planning and programming.

Management and Implementation

The provincial Health Office has overall coordination of the project through the offices of the Disease Control Officer working jointly with the Coordinator of Rural Health Services. The district officer will be the focus of implementation but with a designated health facility as the centre for examination and treatment. Household care will be encouraged through village-level education.

Budget

The budget will include the cost of supplies and equipment, the cost of a consultancy for 6 to 12 months, training and planning activities, training materials and the development including the printing costs of education materials.

Duration

12 to 18 months

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|---|-------------------------------|
| Sector: Health | Total Budget: US\$ 100,000 |
| Title: Control of Acute Respiratory Infection Programme | |

Background

Pneumonia and other acute respiratory illness are the second leading causes of morbidity and mortality in the province, especially of children. The most affected populations are those located in the highlands, due to adverse weather conditions. Most cases referred to the health facility are already in the critical stage. Early treatment is a key element in the treatment of pneumonia, especially for infants and young children. The identification of early signs of the disease relies on the mothers' ability to detect potential cases. Respiratory infection could also be a result of poor health, malnutrition and poor hygiene practices. The unavailability of needed antibiotics is a major constraint in most district-based health facilities.

Development Objective

The project addresses the needs of children and the need to restore health services in the province. Since acute respiratory infection (ARI) can be a killer disease, a more systematic control programme must be in place.

Immediate Objectives

- To provide the essential drugs for treatment of ARI;
- To upgrade the skills of district-based health workers in the treatment and case management;
- To train village-level health workers for detection and quick referral including the provision of timers;
- To develop appropriate village-level health education materials for family-based case management; and
- To promote environmental sanitation practices.

Components

Logistic support :

- Provision of antibiotics and timers.

Capacity building:

- Provision of training on case management for hospitals, district health centres, and village-level health workers.

Health education activities:

- Conduct of mothers' classes on early detection of ARI; establishment of village-level referral system; and development of appropriate health education materials.

Management and Implementation

The provincial Health Office will coordinate the programme with the Disease Control Officer, Family Health Services Coordinator and Coordinator for Rural Health Services. The district-based health centres will be the focus of implementation especially the village-level facilities.

BUDGET

The budget will cover the cost of antibiotics and other equipment, training and workshop costs, and printing of materials.

Duration

One year.

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|---|--------------------------|
| Sector: Health | Total Budget: US\$ 1m |
| Sector: Strengthening the Capacity of the Division of Health to Deliver an STD/HIV/AIDS Programme | |

Background

Bougainville, with two identified AIDS cases, is just experiencing the beginning of an AIDS problem. It may be possible to lessen the impact by addressing the issues urgently.

Justification

Because of the almost province-wide breakdown in health services and community education activities there is a need to address the problem on a broad, multi-sectoral front and to do so as a matter of urgency. Also, there is a large segment of the population which are out of reach of developments and out of school and who are unaware of the nature and extent of the problem. Health workers have had almost no in-service training for a decade and are in a similar position.

Development Objectives

To prevent the development of the HIV epidemic in Bougainville so as to lessen its personal, social and economic impact.

Immediate Objectives

- To assess the situation and develop a multi-sectoral plan of action
- To have established a comprehensive public education campaign, involving politicians, government officers, community and church groups, the private sector and the media
- To have established a Provincial HIV/AIDS Committee
- To have ensured that treatment for STD infections are readily available
- To have trained all levels of health workers about dealing with the diseases
- To have trained at least 4 people in counselling techniques
- To have established the capacity to test for HIV
- To have established a monitoring and surveillance programme
- To have undertaken a training programme for community, church groups and teachers

Components

- Provision of technical assistance for assessment of the situation and development of a plan of action, the development of the public information campaign and for training activities;
- Provision of funds for implementation activities, including equipment, materials.

Management and Implementation

Will be undertaken by a development consultancy firm with experience in this area in other countries with implementation through the Divisions of Health and Education, community and church groups, the media and the private sector.

Duration

Three years

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|---|-------------------------------|
| Sector: Women and the Family | Total Budget: US\$ 200,000 |
| Title: Administrative Capacity Building for Provincial and District Councils of Women | |

Background

The Provincial Council of Women (PCW) has been in existence for 10 years but has never had the resources or expertise to enable it effectively to fulfill its mandate to provide support for women's activities and act as a voice for the women of the province. Grants provided by Government have varied over the years but have been insufficient to attract well qualified administrative staff and to equip the organization adequately.

Justification

Women make a major contribution to the well-being of the family, community and province, yet they are often excluded from participating in major decision-making processes and from benefiting from development activities. In the interests of equity and the betterment of conditions for women increased participation is essential. NGOs can reach out to the community in ways governments cannot. A central body such as the Council has a valuable role to play in providing a focal point for women's issues, including for the channeling of project proposals and donor funds and for acting as a resource centre and technical advisory body for district level women's groups. The PCW and District Councils of Women are mandated to undertake this role but are limited by lack of resources and administrative skills.

Development Objectives

To increase the capacity of women to participate in the development process.

Immediate Objectives

- To have established a well equipped and well managed functioning office.
- To have at least two provincial level staff skilled in all aspects of office management and all district-level women's officers.

Components

- Equip the PCW with basic office equipment so that it can adequately carry out its role, including a photocopier, a vehicle, bookshelves, meeting and office chairs and tables, a computer, printer and phone/fax..
- Provide technical assistance for two years, in order to provide on-the-job training in office management, including financial management, newsletter production and programme planning and management and project proposal preparation and project monitoring and reporting.
- Provide funds for running costs and travel to the districts.

Management and Implementation

The project would be managed by an international NGO and implemented through the PCW.

Duration

4 years

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| Sector: Women and the Family/Income Generation | Total Budget: US\$400,000 |
| Title: Micro-Credit Scheme for Women | |

Background

While it is possible to live a basically healthy life in the bush with no cash, as was demonstrated in pre-colonial times and during the crisis, access to cash enables the purchase of consumables such as soap and medicines and goods such as tools, materials, sewing machines and even pens and papers. All these definitely enhance the quality of life and lessen the workload of women. Currently, women have little or no access to income generation and they have expressed a need for small-scale income-earning opportunities, over which they would have complete control.

Justification

Women tended to have very limited access to income generation opportunities before the crisis and none during that period. They lack the knowledge and skills to plan income generation, including marketing and book-keeping. Women have expressed a need to participate in this aspect of development, especially now that things are returning to normal and they need for cash to pay for things like school fees and clothes for their families.

Development Objectives

To increase the capacity of women to participate in and benefit from economic development

Immediate Objectives

- To establish a small unit to oversee the management of the scheme
- To have trained a cadre of women at the provincial level in basic skills required to manage a micro-credit scheme

Components

- Provision of national technical assistance in the basic skills, including book-keeping and marketing
- To provide funds for the rolling fund
- Funds for the managing unit and training and monitoring activities

Management and Implementation

Management and implementation through an NGO under agreement with APIO.

Duration

Four years

| | |
|--|------------------------------|
| Sector: Women and the Family | Total Budget: US\$300,000 |
| Title: Technical (Educational) Capacity Building for the Provincial and District Councils of Women | |

Background

The Provincial Council of Women is the appropriate body to provide education to women in such sensitive areas as reproductive health, family planning and gender issues. However, it lacks the expertise to develop and deliver materials at provincial or district level.

Justification

The PCW is prepared to implement such educational programmes as the National Women's Training Package, in response to requests from women but has limited technical capacity to do so.

Development Objectives

To improve the health of women and their families, including men. It is envisaged that initial outcomes from the educational programmes will increase the knowledge of at least 2000 district level women and men about the key subject areas by 80%, and motivate women to use FP and take steps to prevent STD/HIV infection.

Immediate Objectives

- To have produced or adapted and disseminated training materials in the areas of family planning, STDs/HIV/AIDS and Gender.
- To have trained two master trainers able to plan and implement a training programme
- To have instilled basic training skills in 20 provincial and district level trainers
- To have initiated a phased programme of training activities in at least four districts
- To have installed a monitoring and evaluation mechanism

Components

- Provision of a series of short-term technical advice in training skills and subject areas
- Funding for materials production or procurement and dissemination
- Training activities, including workshops and monitoring visits
- Development of the monitoring and evaluation system
- Funds for the travel of trainers and workshops

Management and Implementation

The project will be managed by an international or local NGO and implemented by the Provincial Council of Women.

Duration

Over four years.